SURVEY MIDMONTHLY

VOL. LXXXIII NO. 1 JOURNAL OF SOCIAL WORK JANUARY 1947

If 1947's economic climate proves as fair as Charles D. Stewart predicts, things may not be so bad after all. (See "The Economic Outlook," page 3.) . . . But although Ray Johns thinks now is a good time for national agencies to start cooperating faster, he warns us not to expect the millennium in 1947. (See "National Agencies Must Cooperate," page 6.) . . . Underprivileged social agency employes are starting the New Year at higher salary and wage rates in St. Louis. Elsewhere, too, we hope. (See "Horns of the Salary Dilemma," page 13.) . . . And public welfare's been making progress under state Republican administration. So why be downhearted, implies Kathryn Close, whose aid in reporting the American Public Welfare Conference was sought out by *Survey Midmonthly* in order to make sure that it would start its own New Year right. (See "It's Up to Us," on page 9.)

THOUGHT FOR THE DAY

The number of veterans in the population was nearly 17,900,000 on October 31, estimates the Veterans Administration.

NEXT MONTH

Something, we hope and think, by way of a treat is coming up next month. A twelve-page special section will be titled with some kind of a caption built around that ancient touchstone to popular attention — "juvenile delinquency and child neglect." For the past twelve months the Public Welfare Council of Connecticut has been comprehensively studying what to do about these twin evils. But not about what to do for children *after* they become delinquent or neglected. Relatively, Connecticut does pretty well from that point on. Instead, this study was designed to find out what it takes to keep children from becoming delinquent, or neglected. That's where the treat comes in. An amazing array of facts were collected which show that ??? (see *Survey Midmonthly,* February 1947.

DISAPPEARING MILESTONE

By the time this issue reaches our readers, December 3, 1946, the evening on which Survey Associates, Inc., celebrated its third of a century milestone, no doubt will seem to have faded into the rapidly receding past. Before it completely disappears from view, however, we beg leave to report a good time had by all. Over 700 people were there, attended by all the glamour of a New York dinner of the elite. Mrs. Roosevelt brought the house to its feet. Edward R. Murrow, of "This Is London," proved as personally charming as his voice has always been. Ambassador Winant's address left a deep impression. Although the evening was built around our more dramatic sister *Survey Graphic,* in its modest way *Survey Midmonthly* is inspired to keep on telling its own audience things about social work that "they have a right to know."

Also, please note *Survey Graphic's* January special issue—Segregation: Color Pattern from the Past—Our Struggle to Wipe It Out.

FOR THE RECORD

Charles Ansell (see "Beer and Cards," page 18) practiced law for a living and worked as a volunteer in the adult education program of a social agency for five years before being "converted" to group work as a full time job. At present, director of the Jewish Community Center in Yonkers, N. Y., Mr. Ansell writes convincingly about some of the more subtle problems in his field.

INTERNATIONAL LEVELS

Great debate ensued at the first postwar meeting in Berne of the seventy-five-year-old International Penal and Penitentiary Commission, reports Sanford Bates, newly elected president, over the question of future relationship with the UN. Great Britain had specifically instructed her delegates to support the liquidation of the IPPC and transfer its functions to the UN. A majority of delegates held the contrary opinion. Compromise was effected and the officers instructed to negotiate.

Doesn't seem very different from the local level.

REMINISCENCE

Notice of the death of Peter O. Knight, Tampa utility magnate, started a chain of personal reminiscences that ought to be significant of something. He came into our life because the "bust" part of Florida's "boom and —" had forced Tampa's Community Chest to the pitiful last resort of "outside" help. Acute controversy over distribution of its potentially meager spoils seemed a prelude to complete demise. The so-called "charitable agencies" affirmed that people would give generously only to support their enterprises. The so-called "character building agencies" vehemently denied the allegation.

But a compromise was effected. The forthcoming campaign would be waged with two pledge cards: one, white, for

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

"charity," one, blue, for "character." Let the contributors decide!

Which is where the late Peter O. Knight, then Tampa's leading citizen and largest chest contributor, came in. The Society for the Prevention of Cruelty to Animals was the apple of his eye. According to Mr. Knight, this was a "charitable" enterprise. According to the chest committee, it was not.

Again compromise was offered. Two thirds "charity" the society might be, but one third "character" was a last ditch stand. But Mr. Knight would brook no compromise. He withdrew both the society and his contribution from the chest. Thus a matter of high principle was met with courage by all concerned. Perhaps the point of significance is that vivid memories of the courage still remain but the principle somehow has escaped us.

Oh, yes, the campaign finally went over and only about 25 percent of the money was designated either way.

INTERESTING

Prompted by five years' experimentation in southern cities under the auspices of the Blue Ridge Institute, Community Chests and Councils, Inc., has appointed a committee to develop further use of the social breakdown index. Florence Adams, director of the Birmingham community chest, is chairman and about a dozen cities are participating in the project. The index is based on an annual count of families involved in the seven official categories of crime, delinquency, child neglect, divorce, illegitimacy, mental disease, mental deficiency.

RECREATION TREND

Interest of state governments in recreation seems likely to be up front among significant postwar phenomena. To date, thirty-one states either have already adopted or are considering legislative or administrative proposals to strengthen their set-up and program. Moves vary from the establishment of a state recreation commission to liberalizing local tax provisions for recreation purposes. Patterns are not clear yet but a new trend toward state participation in this field seems under way.

HONORS

To Mary P. Connolly, formerly director of health education, department of health, Detroit, Mich., the Elizabeth S. Prentiss National Award in Health Education. . . . To the late Paul S. Blandford, formerly superintendent of the Virginia State Industrial School for Boys, awarded posthumously King Christian X's Medal of Liberation for his work in organizing the American Friends of Danish Freedom and Democracy.

"SEE YOURSELF—"

Sample questionnaires sent out by our advertising department to *Survey Midmonthly* subscribers reveal that: 50 percent are married, 50 percent single; 38 percent are male, 62 percent female; 34 percent are below forty years of age; 34 percent have an income of more than $5,000 a year; 57 percent are professional workers, 14 percent board members, 7 percent volunteers and 22 percent interested citizens; 44 percent own their own homes, 66 percent an automobile, 97 percent a radio, and 54 percent a phonograph; 90 percent went to college, and practically everybody plans to travel in 1947.

Apparently a fine group of people. Ought to be more of them.

CHATTER

The Office of Vocational Rehabilitation estimates that 1,168,000 physically or mentally handicapped people, excluding veterans, need rehabilitation services. . . . Even before World War II, about half the population of the world was undernourished, consuming less than 2,250 calories per day, according to a study made by the Food and Agriculture Organization. . . . Eighty-four and a half percent of the foster home parents of St. Paul own their own homes, according to a recent study by the Wilder Foundation. Average for the whole city is only 50 percent. . . . Veterans Administration has completed contracts with twenty-three state medical associations for home town medical care.

SURVEY ASSOCIATES, INC.

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publishers of
Survey Midmonthly — Survey Graphic

Subscription to either—Domestic: Year $4; 2 years $6; Canadian and Foreign: Year $4.50; 2 years $7: *Joint subscription*—Domestic $6; Canadian and Foreign $7. Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus.

JOSEPH P. CHAMBERLAIN, *chairman of the board;* RICHARD B. SCANDRETT, JR., *president;* JOHN PALMER GAVIT, AGNES BROWN LEACH, *vice presidents;* ANN REED BRENNER, *secretary.*

Survey Midmonthly

PAUL KELLOGG, *editor.*
BRADLEY BUELL, *executive editor.*

BEULAH AMIDON, ANN REED BRENNER, HELEN CHAMBERLAIN, KATHRYN CLOSE, MICHAEL M. DAVIS, JOHN PALMER GAVIT, HARRY HANSEN, FLORENCE LOEB KELLOGG, LOULA D. LASKER, MARION ROBINSON, KATHLEEN SPROUL, LEON WHIPPLE, *associate editors,* CORA EMME, *assistant editor.*

JOANNA C. COLCORD, EDWARD T. DEVINE, RUSSELL H. KURTZ, ALAIN LOCKE, GERTRUDE SPRINGER, *contributing editors.*

WALTER F. GRUENINGER, *business manager;* MOLLIE CONDON, ROSAMOND LEE, *circulation managers;* MARY R. ANDERSON and EDWIN F. O'HALLORAN, *advertising managers;* ANNE ROLLER ISSLER, DOROTHY PUTNEY, *field representatives.*

BEULAH WELDON BURHOE, *associate secretary, membership department.*

CONTENTS

GOING INTO 1947

The Economic Outlook ..... CHARLES D. STEWART 3
National Agencies Must Cooperate ..... RAY JOHNS 6
"It's Up To Us" ..... KATHRYN CLOSE 9
Horns of the Salary Dilemma ..... EDWARD B. OLDS 13

Pioneering in Coordination ..... HARLEIGH B. TRECKER 15

Beer and Cards ..... CHARLES ANSELL 18

The Common Welfare 22

Here in Washington ..... RILLA SCHROEDER 23

The Country Over 24
Children • Veterans Affairs • About People

Book Reviews 28

The Pamphlet Shelf 30

Copyright, 1947, Survey Associates, Inc. All rights reserved.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

The Economic Outlook

Facts pointing to a more hopeful year ahead, according to CHARLES D. STEWART, economist and chief of the Program Planning Staff, U. S. Bureau of Labor Statistics.

As they turn to 1947, social agencies of all kinds must be looking with uneasy eyes upon the prospects for our economy. For their job is to minister to the social needs of the American people—a people who live in a system of free enterprise, subject in the past, at least, to wide fluctuations in employment and income. Whether 1947 is to see boom or bust or the maintenance of a delicate balance between inflationary and deflationary forces must vitally affect the realities of the various agencies' plans and policies.

My own conclusion is that unless, as a nation, we completely fail to exploit the opportunities within our grasp, national income and employment in the year ahead will move along a much higher plane than in any period since the Twenties, excluding the war years 1943-45. If correct, that is a conclusion which should be of far-reaching importance to those responsible for planning and financing the programs of the agencies concerned with social welfare.

Turning Point Ahead

We are at one of those critical points in economic life when everyone expects a turning point of some kind, but few agree about which way we will turn or just when. It is much easier to forecast freely when you are in the midst of a general upward or downward movement. You can appraise the probability of a continuation and analyze the factors which may, some time in the future, bring about its reversal. During the war, for example, the economic outlook was quite clear: the pressure was always toward maximum utilization of a limited labor supply.

But when the end of the war came, although we knew we were surely in for a period of large scale readjustment, there was widespread disagreement as to its course. Some felt that the main problem was to prevent a sharp drop in income that would result in an impairment of consumer demand. Others felt that the main problem was to head off inflationary developments during a period in which pent-up demands would run ahead of our ability to get consumer goods on the market. This latter view proved to be more nearly correct. While incomes were temporarily reduced, reconversion progress was sufficiently rapid to prevent any cumulative declines in income.

During the first postwar year consumer demand did not fall off. Inflationary rather than deflationary developments have been in fact the real dangers in the first fifteen months after the end of the war.

The situation at the moment is one of great instability. We are pressing against the top limits of economic activity. Yet abnormalities resulting from the war are still present. The problem is one of economic stabilization in the broadest sense. That is, we must try to maintain maximum rates of employment and income, while at the same time we are trying to make imperative economic adjustments and to restrain those economic forces which may lead to excesses and subsequent downward reaction.

Tight Labor Market

At the moment, however, we do have virtually full employment. The demand for labor during 1946 has been sufficient to employ practically the entire number of persons, including veterans, seeking work. Out of a total labor force of something like 62,000,000, over 57,000,000 are employed in civilian occupations and an additional 2,250,000 in the armed forces. Since April, unemployment has ranged between 2,000,000 and 2,500,000 and is now at the lower end of that range.

At present, about 40 percent, or roughly 800,000, of these are veterans. But although the incidence of unemployment among veterans is much higher than among nonveterans, it is well to note our rather remarkable progress in reabsorbing veterans into the civilian economy. Within a year and a quarter after the end of the war, we find 10,500,000 veterans at work, less than 1,000,000 seeking work, and most of the remaining 2,000,000 who are not seeking work, in school.

From an over-all point of view, 2,000,000 unemployed out of 60,000,000 workers is very close to the minimum that can be expected, at least in a period of great economic change, such as that of postwar reconversion. For we are a vast country with an economy made up of distinct, but overlapping, labor markets. The present unemployment is largely frictional; that is, it results not from lack of over-all economic demand for labor but from occupational, industrial, and geographic impediments to the matching of jobs and workers.

Generally, therefore, the present labor market continues tight. Employers and employes are not acting as they did in the prewar labor market of the late Thirties and early Forties. They are behaving much as they did in wartime.

For an example, quit rates are still high: workers are shifting to better jobs and have no fear of not finding them. Layoff rates are low: employers want to hold their work forces, even if production difficulties should prevent their complete utilization. The hiring rate continues high, as production and employment move upward.

Opportunity Knocks

The development of this high level of economic activity is of utmost significance to all of us. It gives the economic basis needed to open up the opportunity to maintain high level operations in the coming years. For if employment and incomes had slipped to prewar levels during the reconversion period, we would be facing the

Material for this article was taken from a speech given by Mr. Stewart at the November convention of the National Social Work Assembly in New York.

119059

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

very difficult task of raising the general level of demand and production to full employment levels. Instead, we still have full employment. All we have to do is keep it up. Difficult though that may be, it is much easier than trying to regain high levels from depression lows.

A Break in 1947

On the other hand, some kind of economic break is expected to occur in 1947. Any reader of the nation's business pages knows that business analysts generally agree on this. I am not willing to assert, however, that recession in production and employment is either inevitable or necessary, although it is quite possible.

Even among those who say we can expect a break in prices, in employment, and in output, one observes that the general view is maintained that the down trend will be relatively moderate and short lived—more or less like the recession of 1921, which was sharp but not of long duration. There is also an overtone suggesting that the resulting economic readjustments will prove beneficial on balance. Everyone apparently admits that the underlying demands for goods and services in many fields, including automobiles and construction, are great enough to assure a strong recovery movement, even if there is a recession in 1947.

What happens in the short term view depends upon the rapidity with which we are able to match goods on the market with current incomes, taking into account net dissavings and consumer credit. Conceivably, we may be able to check the price rise in one field after another and by bringing things into better balance so reduce the general price level that there would be no general price collapse or corrective recession. It is quite possible to have lower prices with a smaller dollar national income and at the same time have a higher standard of living on a sound economic basis.

Watch Prices

Prices are the thing to watch in the next few months. What happens to them will tell whether or not 1947 is to see a recession of some magnitude. A sharp rise in prices can reduce the demand for the commodities affected and also reduce the consumer's ability to buy other goods for which demand now appears overwhelming. Wage demands and the atmosphere of industrial relations, of course, will be considerably affected by changes in the cost of living.

Some further rise in prices in the immediate future is generally taken for granted by business analysts. However, there appears to be no widespread belief that prices inevitably must go substantially higher. That is fortunate, for such a belief could provide the psychological basis for a runaway boom and bust. It is thus extremely important to make the public generally aware of this point of view on the part of the business community.

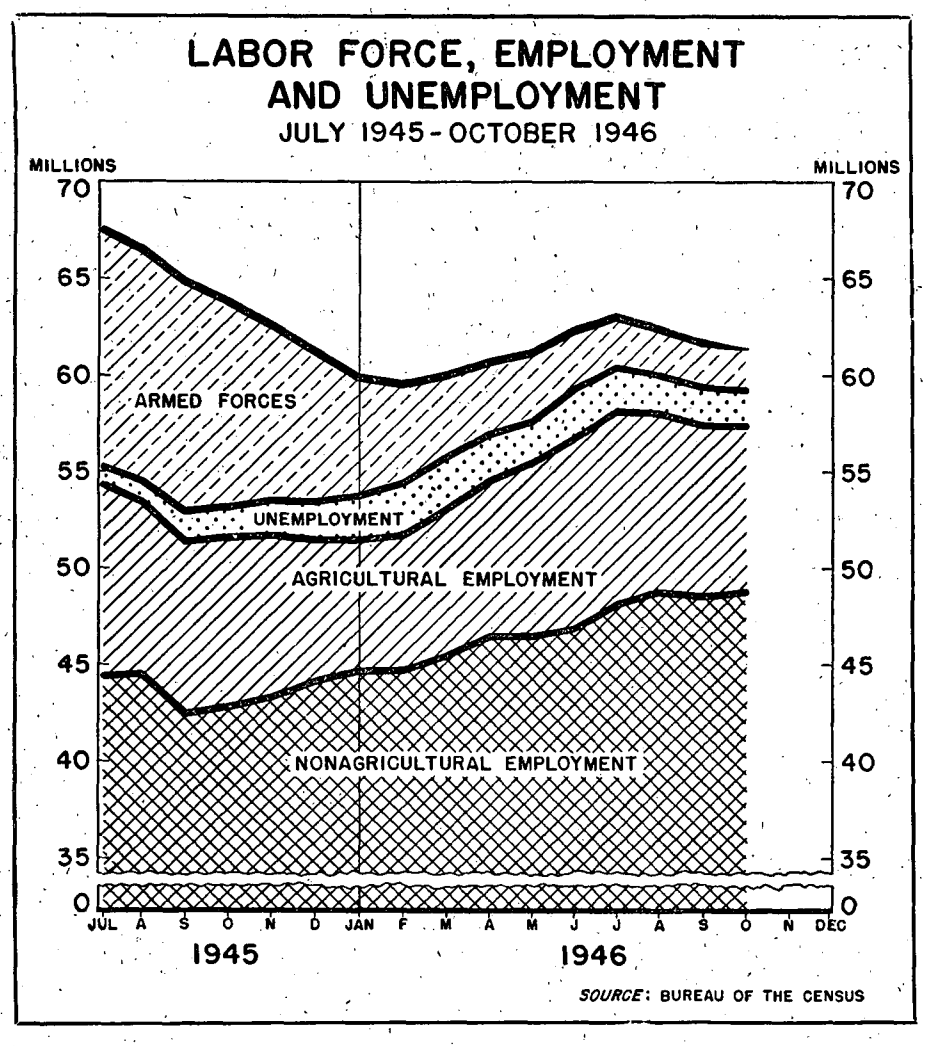
So far, price tendencies have been mixed. This is natural, for the price structure is complex and closely interrelated. The initial rise in meat prices, for example, was accompanied by an immediate drop in poultry, eggs, and fish, and also in corn and grains.

In the months ahead agricultural prices particularly will be subject to downward pressures. Not only have they increased more than any other group in the wholesale commodity index, but this year we enjoyed generally large crops in this country, and next year we can expect the large scale resumption of agricultural production abroad.

On the other hand, fabricated products and others which have been subject to tighter control will presumably tend to rise. Of the major items in the family budget, food prices are subject to downward pressures; probably rents will continue to be subject to some control, although they may be permitted to rise somewhat; indications are that the edge will be taken off clothing prices in 1947. The price situation, therefore, may be said to be critical but not such as to justify alarmist fears that prices will rise indefinitely.

Consumer Demand

The high level current income of a fully employed labor force creates a high level demand for goods and this in turn is one of the underlying factors making for inflationary pressures. We have been going through a period in which we not only had to make ready



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

our factories for peacetime production, but also build up needed inventories of goods.

As a consequence, the money value of incomes paid out to people was in excess of the money value of goods reaching the market for people to purchase.

In recent months, inventories have increased substantially, and now more goods will reach the market while presumably incomes hold fairly steady. This is the ultimate check upon price inflation. One evidence of its potency is the fact that many view the current rise in inventories as a signal of recession to come. At the moment I think this fear is exaggerated; in the aggregate, inventories do not appear to be too high in view of current rates of operation.

The Long View

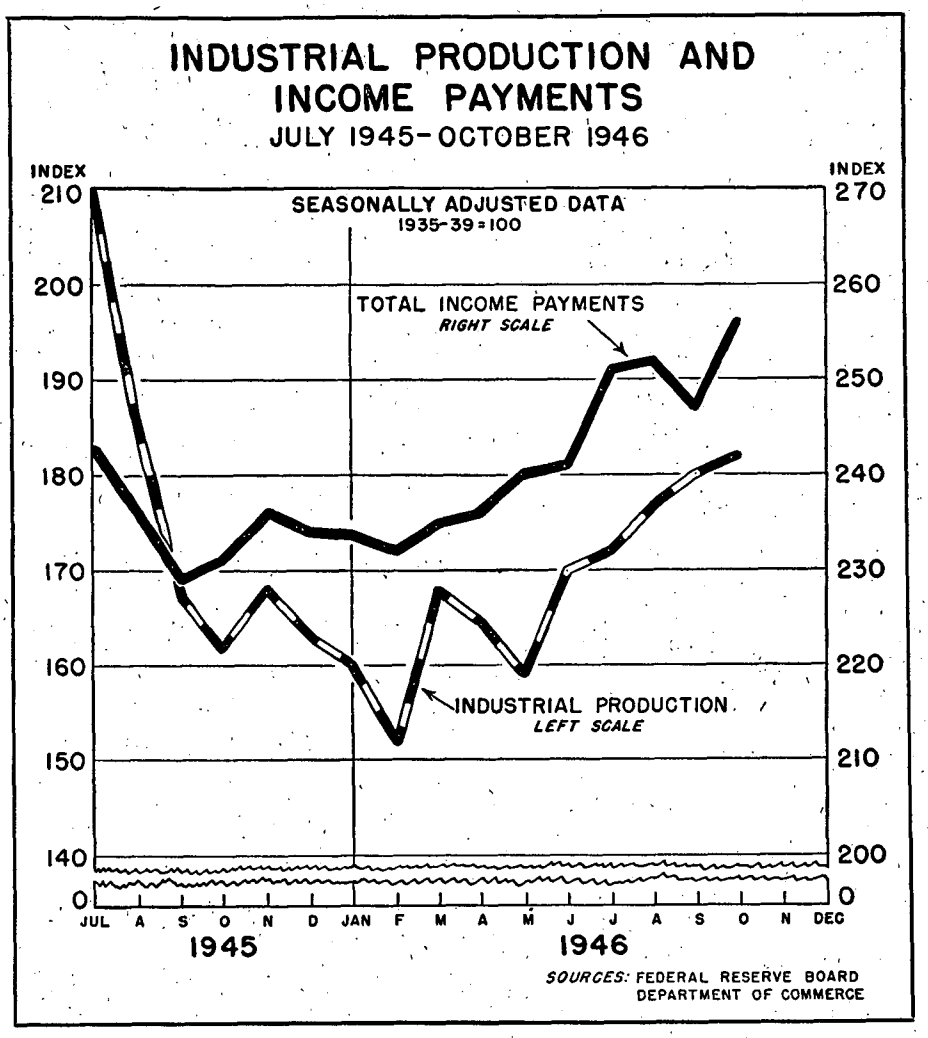
Assuming, at worst, a recession in 1947 followed by a strong recovery movement, the problem in an economy subject to strong cyclical movements becomes one of maintaining high level activity for a longer period. The strongest support for the longest time is expected to come from proposed new construction.

Foreign demand also appears as a strong source of support as long as we are prosperous enough to demand imports and thus assure foreign countries American dollars with which to buy our goods, or as long as we are willing to loan them funds for rehabilitation.

Within a few years, however, the considerable backlog of consumer demand for many durable goods can be satiated. Then there will be a decline in demand as we return to a replacement basis—as will be the case eventually in respect to automobiles, for example.

Another source of long range support is to be found in the needs for expansion of industrial facilities in many fields. Over a period of time, however, such expenditures will depend upon opportunities for profitable investment as reflected in current earnings. Any change in expectations can result in large up and down movements in the rate of expenditures for plant and equipment.

Finally, minimum expenditures for capital outlays by government cannot be postponed indefinitely. In the general view of the economic outlook I have suggested, public works would presumably play little part in any short run recession that might occur at an early date.



It may be, perhaps, except for some types of construction, such as roads, public works should play only a small role for some years to come if private demand absorbs available construction materials and labor. But in the long run, public works as a whole represent a significant volume of expenditures, the timing for which is controlled by government. Thus we can point to many factors that favor high levels of economic activity in the postwar years. But also present will be traditional factors that make for cyclical tendencies.

It Must Not Happen Again

During all of the last decade, this country had an average of 9,500,000 persons unemployed. That fact colored the whole social, economic, and political life of the Thirties. These people made up the work loads of the social agencies. Many were forced to accept jobs of any kind at all. Many persons in the older age brackets were forced out of the labor market entirely. The attempt to train for a lifetime career at one's highest capacities appeared meaningless to youngsters. Under the circumstances, the extension of higher education created growing social tensions.

The effects of the depression upon marriage and birthrates, the health and skills of the labor supply, its industrial plant and equipment, undermined the strength of the nation.

The Employment Act of 1946 makes the attempt to stabilize our economy and maintain high levels of economic activity, a matter of prime national policy. No one can say that we will succeed in this first, broad, deliberate effort to stabilize our economy as we stand close to the razor edge of a boom.

But no one, whatever his responsibilities and interests may be, who pauses long enough to reflect upon the strength-sapping qualities of the Thirties, will deny that we must try. And try hard!

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

National Agencies Must Cooperate

RAY JOHNS, former associate director, USO, draws conclusions from his study of past experience and current opinion.

One thing is clear from our study—collaboration on the part of national social agencies has been increasing. It will continue to increase in the future. External pressures are compelling joint planning and action at the national level. So are forces within the agencies themselves.

There is no certainty, however, that what ought to happen will happen, or that it will happen soon. Among national agency leaders, considerable skepticism still prevails about the necessity for joint effort. Resistance and reluctance have been displayed; they are still present; they will influence the future.

On the other hand, a substantial proportion of national leaders believe that joint efforts will go beyond the stage of "conversational cooperation." They think that certain of the wartime administrative relationships such as those of USO may offer promising patterns for the future. They favor new forms of organization in small communities with urgent needs but limited resources.

What are these forces which are compelling national agencies to think more and more about their relationship to each other? Some of them stem directly from local communities where during the past quarter century coordination and cooperation have outdistanced national practice. Local agency leaders, therefore, are likely to favor increased cooperative efforts on the part of their national organizations. Some arise because of needs which obviously can be met only by joint action. All are grounded in the fundamental fact that nationally and internationally we are entering an era when complex problems can only be resolved by unity of approach on the part of the many organized interests related to their solution.

It is a fact that few national voluntary agencies have ever been truly national in the sense of planning service to meet relative needs—either of the country as a whole or the different sections. The reasons are quite practical and it is doubtful if at any time in the past anything more could have been done than has been done to balance the needs-service equation. The war, however, forced the issue in respect to certain urgently needed war-related services. It also demonstrated that something could be done to bring services into better balance with need. One may predict that the next decade will see national voluntary agencies move into an area of national planning which, on the whole, they have regarded as beyond their scope.

Nationwide Needs

Facts about national needs, and services in relation to them, are meager. The whole question requires further study and analysis. But the Gunn-Platt survey of voluntary health agencies showed how greatly out of balance are needs relating to the major causes of death and ill health and the funds and services now provided. Facts available from various sources bring out the imbalance between major regions of the country for certain other types of service about which we were able to obtain data. In five states, for example, there are no private family welfare agencies that meet the membership standards of the Family Service Association of America. Yet one could hardly believe that no families in these states need the type of family casework services offered by such agencies. A range of 67 cents per capita for private child welfare services in Illinois to 9 cents per capita in the neighboring state of Indiana, or 43 cents for Girl Scouting in Nevada to 3 cents in Mississippi cannot be due to differences in the need.

Indeed a comparison of moneys expended for these social services with a composite economic index, suggests that our private agencies have been driving the cart before the horse—that is the highest per capita expenditures are in the states of high per capita income. There, more economically fortunate people receive ten to twenty times more service, measured in terms of money, than do those who live in the least economically well-off states.

This situation, to be sure, is no different than in other fields. Expenditures for educational opportunities range from $4,100 per classroom unit in New York to $400 in Mississippi. The ratio of the number of persons to each physician is 492 in New York and 1,458 in Mississippi. Grants per family in the social security categories show wide variations despite the leavening influences of federal funds.

These factors of imbalance, however, are of growing concern to leaders in these other fields. One cannot imagine that they will be of less concern to leaders of our national voluntary social agencies. Under stress of a war emergency, the USO demonstrated that a combination of joint planning and joint financing could approximate a rough equalization between national needs and national resources. If a peacetime attack is ever to be made on this underlying problem, it must, it seems to this writer, be attacked jointly. The issues at stake are too great, and the problem of financing and planning too complex and interrelated, ever to be satisfactorily solved, field by field and national agency by national agency.

Inefficient Patterns

Bound up in the problems of a more equitable national distribution of service, is the fact that the separate administrative units through which national agencies promote their particular specialized service, have not proved practical for the small community and rural areas. The thousands of towns and counties which can support only one or two good agencies represent an urgent need for a new type of generalized social welfare unit. They need a variety of specialized casework, health, and leisure time services no less than do the larger urban communities. They need the advice and stimulation of the national agencies in these fields, no less than do their metropolitan neighbors. But these thousands of small towns cannot afford a whole network of separate agencies, each providing its own specialty and each with a separate national affiliation. They could afford

This article is based on Mr. Johns' book, "The Cooperative Process Among National Social Agencies," published in December 1946, by the Association Press, 347 Madison Avenue, New York 17. Price $3.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

or more nearly afford, some kind of administrative unit which would combine all, or at least major groupings of these specialties.

No one now has the final answer to this organization problem. But during the war, smaller towns and rural counties all over the country had their eyes opened to the values of social, health, and recreational services which their urban brothers and sisters have long taken for granted. Today every national agency is receiving requests for help from the hinterland of America. Only by a cooperative approach and by joint experimentation with new types of local interagency operating units can these demands be met soundly and successfully.

Urban Needs

It must be noted that the picture in the larger urban communities has shifted. For over a quarter century these communities gradually have been moving to a view of their *total needs* for health, welfare, and recreational services. The campaign slogan "Everybody Benefits—Everybody Gives" now being popularized by Community Chests and Councils, Inc., is much more than a mere money raising device. The idea for the slogan grew out of facts revealed by studies made in such typical cities as Syracuse, Dayton, and Birmingham. The studies showed that between two thirds to three quarters of the families of these communities annually receive service from the total network of public and private services and that from one third to one half receive service from the private chest supported agencies. (See "Everybody Benefits," by Bradley Buell, *Survey Midmonthly,* August 1943.) The dim awareness of a couple of decades ago, that community planning must be related to the community's over-all needs now is much less dim.

This means that community leaders now want to know not only how to develop the particular service represented by a particular national agency, but also how to relate that service to a total program designed to meet total needs. The individual local agency, because it is part of the community, wants to know the same thing.

It is the national agency's field representative who must answer these questions, and give on-the-spot advice in terms of the realities of a particular community situation. Thus a clear and urgent need exists for more coordination in national agency field service. The element of competition needs to be eliminated, or at least guided and directed in the interest of the community's over-all needs. More joint visits or consultation on the part of field representatives will be necessary. In the future when they go to communities either separately or together, they will have to give more consideration to the total range of community needs and to the agencies' part in meeting it.

Strength Through Unity

The need and increasing pressures for a more equitable distribution of services, for new types of interagency units, for a more coordinated field service all stem from the grass roots or the local level. But at a number of points where national agencies have more general responsibility, the trend toward and the values of cooperative effort are equally apparent.

Joint interpretation is perhaps the one with the most practical experience behind it. The radio and newspaper campaigns of the "Mobilization for Human Needs" conducted by Community Chests and Councils, Inc., in cooperation with national agencies on behalf of all voluntary welfare services, the "Here's to Youth" radio services, and other joint publicity efforts, have shown that a combined program makes more of an impact on public consciousness than individual and unrelated interpretation. For one thing, it eliminates competition for certain of the national media, especially radio and the movies, whose policy makers more and more are turning down multiple requests for time and attention. For another, it gives impressive weight and strength to requests which are made upon the recommendations of these media. And unity in interpretation is the only answer to the confusion about the needs and purposes of voluntary social service, which now characterizes the public's state of mind.

Future efforts in joint interpretation are not likely to supplant the general public relations program of the separate national agencies. Both will be needed. But joint plans can well be expanded to help communities understand the resources available to them for kindred national services. Instead of sporadic concentration during a campaign or other period, they should be continued on a year-round basis. Only in combination can the national agencies bring the public to an understanding of the broad areas of unmet needs and the necessity of developing services to meet them.

Broad governmental-voluntary relationships constitute another area in which unity of approach is requisite to maximum effectiveness. It is safe to say that during the war period there were few executives who did not wear out themselves and the rails in constant trips to and from Washington on matters in which their national agencies had a vital stake. Peace has seen a diminution of this travel, but the steadily increasing role of the national government in all areas of welfare, health, and recreation services, leaves no doubt of the present and future necessity for close liaison between public and private interests at the national level.

As with joint interpretation, joint collaboration with federal agencies will not supplant the relationships which each national must continue to have with its particular federal counterpart. But there are many matters where unity in approach will not only save time and expense but will serve the purpose more effectively. A good example is in connection with proposals for a federal department of education, health, and welfare. Such a proposal not only needs careful study and strong backing by groups outside the government but, if effected, holds the promise of an opportunity for much closer coordination between over-all government and voluntary interests.

Closely akin to working collaboration between government and private service is the need for a strong and unified voice through which voluntary national agencies can express their interest in needed *legislation.* This seems so obvious as to require little elaboration. Too often has urgently needed action been too long postponed because the convictions of socially minded groups had no influential and authoritative channel for expression.

The National Conference of Social Work is an invaluable forum—but it cannot take action. The Child Labor Committee, the Women's Congressional Committee, the American Association of Social Workers, and other organizations have enlisted the support of organizations and individuals for pending legislation in which they were interested. But some further plan is needed. Effective legislative activity is no simple task. It calls for much more than the passage of "resolutions." A pooling of resources would go far to

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

strengthen the hands of all concerned.

Finally, almost every national agency today is struggling with the problems of *recruiting and training personnel* for its field. War shortages are showing little easement in peacetime. Every indication points to a long continued demand in excess of supply.

Further collaboration at this important point can well become a part of the pattern for the future. Here again, of course, no national agency can abdicate its own responsibility to its own field. Each will need to pursue methods of recruitment, training, and selection especially appropriate to itself. But the work of the wartime committee on personnel, the interagency training program of USO, the personnel committee of the American Youth Serving Organizations all suggest the potential usefulness of future cooperative steps. Joint publicity and interpretation for the broad general fields of service, a coordinated approach to the colleges and universities, collaboration with the training schools helped in wartime. Similar procedures should help in peacetime.

What It Takes

National agencies can cooperate, for the pages of their history are full of instances where they have done so. "Transportation agreements," the student volunteer movement, the social service exchanges all resulted from cooperative efforts initiated well before the turn of the century. The National Social Work Council, the National Education - Recreation Council, the Casework Council of National Agencies, the National Health Council, the National Publicity Council, the United Service Organizations, Inc., the American War Community Service, the American Council for Voluntary Agencies for Foreign Service, the Associated Youth Serving Organizations—all reflect an impetus to set up machinery that would implement cooperation in different areas.

But this history is spotty, both in respect to the areas of cooperation and their accomplishment. A review of this fact has brought the writer to the conclusion that two things are now necessary if national social work is to meet successfully the challenge inherent in the needs and demands of the modern scene. The first is a *national welfare fund*. The second is a strong *national interagency organization*.

It is a fact that few national agency executives approach with great enthusiasm the idea of a national welfare fund. Nevertheless, a plan for a *national welfare and health campaign* is, from a practical viewpoint, the only method by which (a) services could be extended to the less economically advantaged sections of the country, and (b) different types of services could be more satisfactorily balanced, along the lines recommended by the Gunn-Platt study for the health field.

There would be other advantages also as demonstrated by the USO, the National War Fund, and long experience with joint financing in the local communities. A wider appeal and a vastly increased number of contributors enlists wider, more representative interest, leadership, and backing. The cooperation engendered by the practical necessities of a joint campaign carries over into other areas of planning, interpretation, and service operations. Experimentation with other joint precedures is made easier. It is an accepted fact that our national resources, if properly tapped, are adequate to make available to all of our people reasonably needed opportunities for health and welfare services.

The development of a satisfactory pattern for such a fund will be difficult. It probably could not and should not provide all the funds needed for national services. Most national agencies have established income sources: allocations from their local affiliates; registration fees from individual members; fees for specific services; endowment income; and others. The problem of determining what income the agencies should continue to be responsible for and what should be pooled in a joint campaign has been worked out in other circumstances. There is no reason to believe that they cannot be worked out again on a broader, more inclusive national scale.

The equitable and satisfactory distribution of a national fund will raise many problems. Certain agencies, and perhaps even certain fields, need more financial support than others, if their services are to be made adequate. The development of joint distribution policies is always more complicated than the development of joint money raising policies. But the war contributed considerable experience to the problem of allocating nationally raised funds. It is not necessary to answer every detailed question and issue in advance. Given sound basic policies of procedure, specific difficulties can be worked out practically as the habit and custom of working together is strengthened.

Perhaps, many of the cooperative undertakings needed to strengthen national agency service can come about without a joint national campaign. But that it would strengthen immeasurably the whole trend seems clear to this writer.

Paralleling and coordinated with a national fund there needs to be a *strong interagency planning and coordinating body*. The limitations of past interagency councils give convincing evidence of this need. It must be adequately financed with an able, well trained staff. It must be equipped to provide leadership in all areas where cooperative effort is vitally needed.

As materials for our study were gathered, the National Social Welfare Assembly was just coming into being. Growing out of the National Social Work Council, its purposes are "to provide leadership and facilities for individual members to plan and act together voluntarily in matters of common interest" as well as to "provide a means of consultation and conference on social welfare needs and problems." One may regard with high hopes the articulation of these purposes, the successful consummation of its organization, and the underwriting of its initial budget. For the first time, national social work has at its disposal the machinery through which to attack the problem of national needs, of the small communities, of new forms of local organization, of interpretation, of collaboration with government, legislation, recruitment and training, and the many other issues which call for cooperative endeavor.

"No single institution, new or old, will be able to provide a complete program . . . in the coming years," the American Youth Commission has stated. "An adequate program will require from all a continuous willingness to pioneer new services and to experiment with new cooperative relationships."

The cooperative process has become basic to all human relationships. No man, no group, no nation can walk alone in today's or tomorrow's world. Antagonisms and conflicts inevitably arise from many of these close relationships. Eventually, however, each group finds that its own fundamental interests are interwoven with those of others. The cooperative process has become essential to self-preservation, for social agencies no less than for education, industry, or government.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

"It's Up To Us"

Forecasts in public welfare gleaned from the APWA Annual Round Table Conference in Baltimore, by KATHRYN CLOSE.

Last month public welfare administrators and supervisory personnel from all over the country met in Baltimore for the first Annual Round Table Conference in five years. At the previous meeting, held in Washington five days after Pearl Harbor, the air had been tense with horrified excitement and the unanswerable question "What is to come?" Almost everyone had evinced the preoccupied air of rushing through temporary business to keep some date with destiny. Now, the date kept and the urgency dispelled, the group was back together again, in a mood to concentrate on the long term problems of public welfare administration and the details of method and procedure.

"What is to come?" was still the question of the day but with a different emphasis. No longer was the implication: Will whatever it is wreck our hard-won programs? Hamper our administrative functions? Devastate the lives of the people we serve? But now, rather: Will it lift our programs to more efficient levels? Raise the standards of our performance? Spread our services to cover every nook and cranny of need?

If bland optimism was not present neither was any real pessimism. The prevailing attitude seemed to be one of quiet determination—not only to hang onto the achievements gained over the past decade, but to push on to new progress in the years ahead. Tacit admittance that the task would not be a "push-over" focused attention in two directions—the specific advances of which this progress should consist, and methods of bringing them about.

Platform

Closely tied in with the APWA round table conferences are the annual meetings of the National Council of State Administrators and the National Council of Local Administrators. These closed sessions, held in the two days preceding the round tables, have traditionally set the tone for the open conference to follow. True to form, last month the administrators' discussions on platform raised issues that reasserted themselves again and again in the round table session.

Both groups of administrators discarded prepared agenda when they became involved in careful scrutiny of the 1946 statement of the APWA Policy Committee. Though the points of this program (see box, page 10) are essentially the same as those in the twelve-point platform adopted by the association a year ago, and later embodied in the Forand Bill, the restatement of objectives contains a few modifications in wording and arrangement. Both groups reaffirmed the main objectives, but a small phrase in the explanatory material and the limitations of one point provoked enough discussion of the aims and functions of a public welfare program to last for two days.

Many local administrators balked at the term "residual function" used in the definition of the four assumptions on which the platform is based. (See page 11.) Public welfare, argued the objectors, is a broader concept than what the word "residual" implies. Those who felt the word "residual" should stand, maintained that only with recognition of the fact that many needy persons remain outside the pigeonholes of categorical planning would come an acceptance of responsibility for all persons in need. As the discussion progressed the two viewpoints gradually merged, the term "residual function" being applied to the narrower concept "public assistance," conceded to be only one aspect of public welfare.

The liveliest controversy to arise in the meetings of the state administrators centered around the question of federal financial participation in foster care for children—point 6 in the association's platform. The bombshell which provoked fireworks was the suggestion that this point should be elaborated to include federal participation for children in institutions. Why, the argument ran, should the association, which approves of federal aid to old people in private institutions and boarding homes, discriminate against children? Since some children cannot adjust to foster care, should not an agency be put in a position to buy the kind of care indicated? Vigorous protests were based on the fear that such a program would only tend to perpetuate the numerous substandard institutions representing the main resources for child care in many sections of the country.

Public Understanding

The administrators' concerns reverberated into the round table discussions of the open conference, but at these small informal sessions less excitement was manifested in what policy should include than in how the accepted aims of improved service and adequacy of assistance could be achieved.

No prearranged "keynote," the problems of interpretation, nevertheless, ran inevitably through the length and breadth of these discussions, arising out of an exchange of experience which showed the tremendous necessity of public support to every phase of public welfare.

The large attendance at a meeting on interpretation bore witness to this determination to achieve better support from the public.

"We must make people understand that public welfare is something more than a program that goes up and down with the business cycle," said John J. Corson, director of research for the *Washington Post*, who presided over a panel of experts in research and public relations. They called on public welfare agencies: to gather meaningful data into a pool of source material for explanations of the program; to make sure that the research staff understands the implications of the agency's functions; to bend special efforts to cultivate good relations with state legislators. Sallie E. Bright of the National Publicity Council pointed out that much could be done toward good public relations even without a special staff, and urged administrators to determine how much money and time could be devoted to such a program.

In the round tables on basic needs

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

the emphasis on interpretation was also greatly apparent. There it emerged as the necessity of creating understanding of assistance as a right rather than as a gratuity. Haskell Jacobs of the Social Security Administration urged legislative action to make such a right clear in state laws, by setting forth specific measurements of eligibility, rather than leaving them to the determination of the agency.

Mr. Jacobs' remarks stimulated a prolonged discussion of a state guaranteed base for assistance grants. State practices described by floor discussants revealed a tendency toward the adoption of standard budgetary figures, either in terms of cost or in quantity-quality measurements, to be used in the computation of all grants rather than as guides followed at the discretion of the worker.

Such contrasts in experience emerged from the various states that at times it seemed as though the conferees were talking in different languages. While officials from Utah, Nebraska, and other states where grants have floors but no ceilings were worrying about adverse publicity occasioned by a few $250 or $300 grants to large families, officials from some of the southern and southwestern states sat in wide-eyed incomprehension.

Large grants were hardly a problem in Kentucky where amounts are set at 70 percent of computed budgetary needs. An astonished official from another southern state whispered the tale of an exceptionally large family which her agency decided must have a monthly allowance of $101. "But we couldn't do it," she sighed, "for none of our check-writing machines were made to go beyond two figures."

In spite of the contrasts in state experience general agreement emerged in regard to several principles of fairness in a public assistance program. These were identified by Patrick A. Tompkins, commissioner of welfare for Massachusetts as: the desirability of equal assistance standards in all areas of the state; the consideration of any regular, identifiable income as a resource in computing individual budgets; the necessity of eliminating discrimination in favor of certain groups; the recognition of the right of all applicants to prompt investigation, objective consideration, and an explanation of decisions.

Social Services

The concept of the public welfare function as something beyond the dispensing of financial assistance found specific illustration in the round tables on children's services. For here, while assistance received a nod in the form of a plea for more adequacy, attention was riveted on social services to children, particularly foster care.

In order to gain community support for social services to children, said Bess Craig of the U. S. Children's Bureau, public welfare workers must become more articulate about what they mean by the term. Mildred Arnold, also of the Children's Bureau, warned that a child placement program might become a dangerous facility unless viewed in perspective with other community programs. As illustration, she told of numerous children being removed from their own homes because of financial need in areas where ADC grants are low, and of increasing applications for foster care in recent months because of inadequate housing. In spite of such apprehensions as to their misuse, Miss Arnold maintained that the existence of foster care services is far too spotty throughout the country, a fact which she attributed mainly to insufficient funds and lack of qualified staff.

An ensuing discussion of boarding home rates attested to an ambivalence on this subject in the minds of child welfare experts, who see the desirability and fairness of paying foster parents for their services, but are keenly aware

PROPOSED APWA PLATFORM

Presented by the Welfare Policy Committee

1. That the federal government recognize the comprehensive nature of public welfare responsibility by aiding the states in meeting not only the special needs of the aged, the blind, and dependent children but all residual need.

2. That the federal government recognize the expanding role of service functions in a total public welfare program by sharing in the financing of such services as a part of a comprehensive state welfare plan.

3. That the federal government bear a larger share of the welfare costs in low income states through a variable grant formula provided by law and applicable to assistance, welfare services (including child welfare services), and administrative expense.

4. That no maximum limitation on federal participation in payments to individuals be fixed by the federal government, determination of appropriate standards of assistance being left to the states.

5. That states be permitted to make direct payment for medical care furnished assistance recipients.

6. That the federal government participate financially in assistance to all needy children outside of institutions including, where the state desires, those receiving foster care under the supervision of the state.

7. That states be permitted, if they so desire, to extend cash assistance to needy adults who, because of their need for medical care, voluntarily choose to reside in public hospitals, infirmaries, convalescent homes or institutions for the chronically ill (except institutions for mental disease or tuberculosis) provided that where this is done there must be a state authority to establish and maintain standards for such institutions.

8. That such financial participation by the state and such distribution of funds within the state be required as to assure equitable treatment to individuals in similar circumstances throughout the state in terms of standards established by the state.

9. That the federal government participate financially only in those assistance and other welfare programs which are available to all persons within the state who are otherwise eligible without regard to residence, settlement or citizenship requirements.

10. That states be required to grant federally-aided assistance only on the basis of need without exemption of income from any source in determining eligibility or the amount of the grant.

11. That all aspects of the welfare program in which the federal government participates financially be administered by a single agency at the local, state, and federal levels.

12. That the need for public assistance be reduced to a minimum through strengthening the social insurance programs with respect to coverage and adequacy of benefit payments and through the addition of protection against permanent disability.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

of the danger of bringing the factor of economic necessity into child placement by providing better standards of maintenance for children away from home than in their own homes.

Institutional care received a large portion of attention at the round table on children's services. The emphasis was not, as in the local administrators meetings, on federal aid, but on ways and means of improving institutional standards. Howard Hopkirk of the Child Welfare League of America saw bright aspects to a "pretty black picture" in three just discernible trends in the institutional field: less isolation from the community; closer cooperation with other social agencies; growth of foster home programs as a part of the institutional program.

Sherman Norman of the National Probation Association outlined four basic principles of detention care:

Resorting to detention only for children who are a menace to themselves or the community, children who are in physical or moral danger in their own homes, and some runaways;

Limitations of detention to periods only long enough to allow preparation of material for the court;

Provision within facilities of proper physical care and custody, attention to nonphysical needs, information to the court;

Separation of dependent and neglected children delinquents.

Mr. Norman maintained that only two communities in the country have detention facilities with high standards in all these respects.

Methods

Concern over policy and public support did not completely crowd out the conferees' interest in the practical problems of carrying out the job at hand, for sessions on specific phases of administration were well attended. The panel on research and interpretation was but one of three round tables on administrative services—the first ever scheduled on this subject. In the other sessions, attempts to divide such services into two categories—primary and secondary—were abandoned early in favor of the view that all administrative services are closely related to agency operations. The outcome of a session on personnel practices was a request to the APWA to consider the advisability of recommending standards for annual and sick leave, and a plea for efforts to eliminate laws prohibiting educational leaves. Fiscal management and departmental appropriations also came under scrutiny, revealing a general preference for lump sum appropriations over earmarked funds, but divided opinion in respect to the merits of complete state financing as against local participation.

At a round table on field supervision the techniques of supervision occupied the main portion of interest, and a request was made that the APWA increase its services to the supervisory field by furnishing materials and setting standards. In a round table on schools and agencies, Benjamin Youngdahl of Washington University asked why public agencies are not getting a greater proportion of social work graduates. The ensuing discussion put some of the blame on: mistaken ideas that private social work offers better opportunity and more prestige; inadequate supervision in many public agencies; weak merit systems; inadequate understanding of public welfare in many of the schools.

Two round tables on medical care revolved about methods of bringing assistance recipients adequate service. Descriptions of state practices attested to the desirability of bringing the practitioners in at the planning stage and of having a local medical consultant attached to welfare units.

Local and state public welfare board members from twelve states attended a round table on the board member's job. The discussion revealed a general agreement that the board's main responsibility lies in interpreting local and statewide needs to the general public, particularly to state legislative bodies.

Related Services

Many fields of social endeavor are so closely related to public welfare that any development within them is immediately reflected within public welfare programs either in size of caseloads or the nature of the human problems they involve. An opportunity for the conferees to hear at first hand what is happening in some of these fields was presented by a panel of representatives of federal or voluntary national agencies. Two of these—I. S. Falk of the federal Social Security Administration, and Joseph W. Mountin of the U. S. Public Health Service—warned of the danger that health and welfare programs developed through collective bargaining might slow the expansion of social insurance for all the people. Mr. Falk called on leaders in health and welfare fields to guide this movement so that it will complement rather than supplant the social security program. Dr. Mountin pointed to personnel shortages as the greatest hindrance at present to the expansion of medical care, but added that a "cash barrier" stands in the way of full utilization of what is available.

Probably the gloomiest picture painted at the conference was the view of the housing situation presented by Herbert Emmerich of the Public Administration Clearing House, who

FOUR BASIC ASSUMPTIONS

In the APWA Platform

Public welfare represents a basic guarantee by government of minimum standards of human existence below which no one may be permitted to fall. This means that no person should be denied its benefits because of arbitrary concepts of eligibility in terms of residence, categorical exclusions or regional economic inequalities. It means the acceptance of primary responsibility by the federal government for leadership and financial aid in behalf of the people of the entire nation, even while administrative responsibility remains in local hands.

Public welfare is a residual function and recognizes the responsibility of government to utilize other primary means to assure security and social well-being.

Public welfare, as the residual guarantee, must deal with each situation on an individual basis but should do so in terms which assure equitable treatment to persons in similar circumstances.

ublic welfare is a comprehensive function in which various forms of economic aid and social services are so closely related that only through unified administration at all levels of government can consistent policy be achieved.

From the 1946 Statement of the Welfare Policy Committee

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

warned that the problem is accumulating a series of social tensions which may become worse than any this country has ever known. He maintained that because it has deep economic implications, it cannot be solved in segments, but must be viewed as a long term problem involving the use of all available private and considerable public resources.

Jack H. Stipe of the Veterans Administration pointed to two significant developments within the VA: a growing awareness that intelligently administered social services can be constructive and meaningful to the veteran; an increasing tendency toward coordination with community programs.

International Welfare

Two special meetings lifted the conference sights to welfare and security on a worldwide scale: the dinner where our former ambassador to Great Britain, John G. Winant, described the functions of the United Nations Economic and Social Council, to which he was United States delegate; and a panel on world social welfare presided over by Fred K. Hoehler, director of the Chicago Community Fund, who expressed a spreading conviction: "Only as we have an effective international welfare organization so that all people get the services and security they need can we be assured of peace and security."

In outlining the machinery and functions of the Economic and Social Council, which "embraces the same welfare concepts long advocated by the APWA," Ambassador Winant spoke of the Social Commission, which is to deal with problems of distribution of national income; the Economic and Employment Commission, which tackles problems of production; the Human Rights Commission, the World Health Organization, the United Nations Economic and Scientific Council, which are facing problems of providing technical and scientific help to the disadvantaged; and the conceived but as yet unborn International Refugee Organization and International Children's Fund, to inherit UNRRA's responsibilities toward the distressed and homeless peoples of the world. Pointing out that the Council's actions must depend upon the willing collaboration of the sovereign states, he predicted that "what the Council does will not be spectacular . . . but it will be useful."

Several other lines reaching toward planning for social welfare on an international scale were described by the panel. Ellen S. Woodward, of the Federal Security Agency's Office of Inter-Agency and International Relations spoke of recent moves within the United States government in recognition of the importance of foreign policy in the social field: the establishment by the Department of State of a Division of International Labor, Social and Health Affairs with a social welfare branch; the appointment of an Assistant Secretary of Labor in charge of international matters; the recent Presidential order to create an Interdepartmental Committee on International Social Policy.

Charles Alspach of the Social Security Administration described some of the structural faults of UNRRA, but insisted upon the necessity of an international relief program through which welfare services can be offered. Joseph Anderson, executive secretary of the American Association of Social Workers, maintained that more progress was being made in international organization for health than for welfare, citing the World Health Organization's positive approach. Howard Knight, secretary of the National Conference of Social Work, told of plans to revive the International Conference of Social Work.

Jane Hoey of the Social Security Administration revealed possibilities that the UN would take over certain field members of the UNRRA staff in an advisory capacity. Arthur Altmeyer, recently appointed U. S. member of the Social Commission, said that the commission may appoint small subcommittees of technically qualified persons on such subjects as welfare administration and crime prevention.

Forecasts

That leadership and vision are not lacking to public welfare was abundantly manifested by a panel on forecasts in public welfare, composed of a galaxy of stars who looked ahead from various angles of the welfare universe.

From federal heights came predictions of future increases in unemployment, and a plea for the widest possible extension of the social insurances as a defense for the "human beings behind the figures," made by Ewan Clague of the Social Security Administration, whose statements were well fortified with economic and statistical material. A state commissioner of welfare, Ellen Winston of North Carolina, anticipating sharp variations in caseloads to result from population trends, the effects of the social insurances, and broadened concepts of public welfare services, looked forward to increased attention to preventive programs and to participation in over-all state and community planning.

A local administrator, Joseph Baldwin of Lake County, Ind., foresaw a broadening of public welfare services to include counseling for all kinds of people as well as technical advisory services for community organizations, but warned that welfare departments would be equipped to accept such responsibilities only if they raised their personnel standards through higher salaries and better working conditions.

On the same panel was Robert Goodwin of the U. S. Employment Service, who expressed the hope that the programs inaugurated by the federal agency before the services were returned to the states would be preserved and developed through cooperation of federal and state agencies.

Looking in one direction—children's needs—Russell Ballard, director of Hull House, Chicago, pleaded eloquently for attention to the human waste caused by inadequacy of children's services, and put the burden for improvement on the federal government through refinements in the Social Security Act.

In closing this panel, Chairman Arthur Altmeyer struck the emphasis that had been present throughout the conference:

"We have somehow failed to get across to people our concept of social welfare—the function of mobilizing community resources for the benefit of all people in a democratic society. Unless we evolve the terminology and approach that will bring people that idea, we will be continually on the defensive and have a defeatist attitude toward our work."

His implication was clear—what the future holds for public welfare is largely up to us.

APWA OFFICERS — 1947

President—Harry O. Page

Vice-President—W. S. Terry, Jr.

Treasurer—Joseph L. Moss

Secretary—Howard L. Russell

Chairman of National Council of State Public Welfare Administrators—Fedele F. Fauri

Chairman of National Council of Local Public Welfare Administrators—S. H. Thompson

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Horns of the Salary Dilemma

EDWARD B. OLDS, research director for St. Louis (Mo.) Social Planning Council, reports on a long-neglected subject.

What happens when Mary Smith, stenographer in the Family Service Society, realizes that meat prices are up 75 percent, a permanent wave 33 percent, movies 60 percent, newspapers 60 percent, dresses 58 percent, and deductions for Blue Cross 33 percent?

The first thing that happens, of course, is the discovery that her $125 a month is not enough to live on. Then she learns that her friend, Ruth Jones, is getting $175 a month for simple stenographic work at the Army Records Center. Perhaps Mary decides to hang on for a while in hopes that prices will drop or salaries rise. But when neither happens and an insurance agency offers her $160 a month, she takes it.

The next event in the sequence is that the Family Service Society finds it must pay $150 a month to replace Mary Smith with an inexperienced girl who can turn out only two thirds as much work as Mary did. The service at the agency is reduced while a request is filed with the Community Chest for additional money to pay higher salaries.

This is what is happening in all kinds of agencies all over the country. The illustration could have been a nurse in a hospital, a janitor in an institution, or a psychiatric caseworker in a mental hygiene clinic. The pressure of rising prices is forcing all kinds of agency employes to search for better paying jobs, regardless of professional and agency loyalties. The boards and administration may want to correct salary inequities but they are up against the problem of maintaining service while trying to find more money.

Very few agencies, however, have potential resources sufficient to keep up with rising prices and competitive salaries. Most of them must reach a compromise involving some salary adjustments, some reduction in service, and some new income from previously untapped sources. This is a compromise which neither the chest nor the agencies can afford to make haphazardly. They must know what other agencies, government service, and business are paying. They must know how much the cost of living has gone up. Then they must balance essential service against the practical necessity of maintaining personnel.

St. Louis Study

The Social Planning Council of St. Louis and St. Louis County has just completed a salary study in the record time of twelve weeks from the date of authorization to the release of a 192-page report. They had to do this so that the Community Chest Central Policy and Budget Committee could use the data in allocating 1947 funds. This was not a leisurely study, for the situation was not leisurely. Some of their methods might be of interest to other communities that are finding themselves in the same boat. They did not, for example, feel called upon to work out an entirely new job classification, but used one from a similar Philadelphia study. They supplied each agency with a carefully indexed manual of job descriptions for its use in reporting comparable salary data for January 1, 1941, and August 1, 1946. They had the consultant services of an experienced personnel technician.

But the facts resulting from the study are of more general interest. They show how complex the personnel problem is. They show that social agencies, as employers of nonprofessional workers, at least, are not very good employers. They show that much money would be required to meet current competitive wage and salary rates.

The data covered 133 public and private agencies employing 8,667 people. Ninety-one were community chest agencies with 3,636 full size employes; 17 were non-chest agencies with 374 employes; and 25 were public agencies with 4,657 employes. Among the private chest agencies were 16 hospitals and health agencies; 28 children's institutions and agencies; 7 institutions for the aged; 17 groupwork and recreation agencies; 12 day nurseries; 10 family service agencies. These reported on practically every employe from the executive director to the custodial worker.

Although technical details are not of general interest, several of the techniques should be mentioned because the completion of the study in record time was dependent upon them. As the schedules were returned by the agencies, cards were key punched reflecting the reported information. By the time the last schedule was received, cards had been punched for all earlier schedules so that the tabulations could be started almost immediately. Automatic multiplying machines were used to convert all salaries into equivalent salaries for a standard 40-hour week. Detailed listings were prepared to provide the basic information for the computation of medians and quartiles. The punched cards were also used to prepare listings for the budget committees which compared actual salaries with salaries for each job in each chest agency.

Professional Personnel

One of the most striking facts in the picture presented is that professional employes account for only a small proportion of the total number of employes. Aside from the agency executives, only 7 percent of the workers in chest agencies were in jobs requiring a graduate degree. Another 6.5 percent were in jobs requiring a college degree, while 17.4 percent were in jobs requiring some college training. In the chest agencies only 168 persons —4.6 percent of the total—were engaged in casework or its administration, including medical and psychiatric casework. All of the reporting agencies, (chest, non-chest, and public) reported 217 persons in the field of casework in positions for which the job descriptions specified a graduate degree.

Professional groupworkers in the chest agencies numbered 99. The total of groupworkers, recreation workers and administrators in chest agencies numbered 484, or 13.2 percent of the total. It must be kept in mind however, that not all the 99 professional groupworkers had a graduate degree from a recognized school of social work. A number who did not even have a college degree were holding positions

119059

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

for which the job description specified a graduate degree.

There were no educational requirements at all for the largest proportion —45.5 percent—of the jobs listed by the chest agencies. Of 1,660 positions of this kind, 342 were hospital attendants, 241 custodial workers, 154 general maids, 134 kitchen helpers, and 111 laundry workers. In other words, maintenance employes in the various types of institutions accounted for the largest categories. Eight other classifications, listing from 28 to 99 employes, mainly reflected the same type of institutional employment — cooks, janitors, general maintenancemen, seamstresses, counter girls, and the like.

In between were 768 employes—21.6 percent of the total chest agency employes—with a job classification calling for a high school education. Camp counselors led this list with 114. Then followed a series of office classifications —general clerks, secretaries, typists, stenographers, telephone operators, bookkeepers, and so on.

Nonprofessional Employes

By any standard, the wages and salaries of nonprofessional workers in the chest agencies are low. As of August 1, 1946, the average salary, including professional as well as nonprofessional workers was only $133 per month. Nearly one third (32.4 percent) received less than $100 per month (including allowances of from $35 to $50 a month for full maintenance). In contrast, only 2.7 percent of the public agency employes fell below this average, partly accounted for, however, by the smaller number of housekeeping and maintenance employes in the public service.

The meagerness of most wages and salaries in the chest agencies is further shown by comparisons with data as of April 1946 from twelve representative St. Louis manufacturing concerns employing 13,700 workers. Only 24.4 percent of these workers were receiving less than $2,000 a year. But 75 percent of the chest agency employes fell below that amount. This difference is further accentuated when allowance is made for the long working hours of most of the chest agency employes. If they had worked only a 40-hour week, at their present rates, 84.1 percent of the chest agency employes would have received less than $2,000.

Another comparison for fourteen specific jobs was made between the rates paid by the chest agencies and those paid for comparable work by sixty-two industrial and commercial firms surveyed in September 1946 by the Federal Reserve Bank of St. Louis. The average actual salary for these fourteen jobs in the chest agencies was $115 per month. But when corrected for the standard 40-hour work week of the industries, the rate dropped to $106 a month. The average salary paid by the industrial and commercial firms was $152.

All this indicates that hours of work are long for the welfare agency employes. More than three fourths (75.9 percent) of the chest agency employes worked more than 41 hours a week, while more than half (55 percent) worked 48 hours or more. The study showed further that these basic inequities are traditional and of long standing. Actually, salary increases since 1941 have kept pace with rising living costs. The data on this point, to be sure, are based on only 59 percent of the salaries reported. Comparable data for January 1941 were not reported for the other 41 percent. However, this group received a 45.5 percent increase during this period while the Consumer's Price Index of the U. S. Department of Labor rose 42.4 percent. A comparison of increases for different classes of jobs indicates that generally speaking, the more poorly paid jobs in 1946 had received the highest proportionate increases.

Equalization Costs

The amount of money required to bring these inequities into line with commercial practice was staggering. An estimated $879,000 a year would be needed to establish the 40-hour week alone. Additional personnel to do this without reducing service would add approximately 16 percent to the present payroll of these agencies.

Other possible adjustments would cost as follows:

To bring all employes up to a minimum of $100 a month or 58 cents per hour (on the basis of a 40-hour week), it would cost $216,000 or 4 percent of the total payroll.

A flat $10 per month increase for all, plus 10 percent of the present salary would amount to $991,000 or 18.5 percent of the present payroll.

To bring the lowest paid in each classification up to the amount now being paid the highest fourth in that same classification would cost $57,000.

A graduated cost of living increase ranging from 30 percent for those receiving less than $100 up to 5 percent for those receiving $300 per month and over, would cost $1,215,000 or 22.7 percent of the payroll.

What to Do

The practical problem is further complicated by the fact that only 36 percent of the total income of the chest agencies comes from chest appropriations. The rest comes mainly from earned income, that is, payments by hospital patients, cafeteria customers, membership dues, and so on. In setting its 1946 goal, the chest included $295,773 for wage and salary increases, but this obviously was insufficient to make all the adjustments necessary. The situation is further complicated by the failure of the campaign to achieve the goal by more than the amount budgeted for salary adjustments.

The chest is making no attempt to standardize or equalize wages and salaries on any flat over-all basis. Rather, each agency is being asked to review its own scales carefully in the light of the data available from the study, their sources of earned income, and general program demands and policies. On the basis of this review it is preparing a detailed schedule of the most needed salary adjustments. These recommended salary increases and the resulting increases in the agency's total budget request will then be reviewed by the central budget committee, and some practical balance struck between the total requests and the chest's available resources.

The net result will be no millennium. But for almost the first time in St. Louis, a systematic approach is being made to a problem that has long been pressing for solution. The facts from the study have helped the contributing public and agency boards to understand that there is a problem. And its methodology is providing a useful tool to both the agencies and the chest in the process of working it out in a practical way.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Pioneering in Coordination

The story of Los Angeles' answer to the 1943 zoot suit riots, told by HARLEIGH B. TRECKER, associate professor of the School of Social Work, University of Southern California.

On the morning of June 9, 1943, the front pages of newspapers all over the country carried stories of a crisis in Los Angeles. Tales of clashes and riots between servicemen, Latin American and Negro youths, lurid accounts of "zoot suit" gangs made dramatic reading. The people of Los Angeles were themselves deeply shocked and concerned.

Fortunately, however, the leaders of the community retained their perspective. They knew that the areas in which the riots occurred were in the section of the city least served by youth agencies. They realized that here were to be found the poorest housing, the lowest income levels, the heaviest concentration of minority racial groups. They appreciated that here was no situation to be dealt with by mere emergency action, but one which called for a constructive antidote to the disintegrating factors producing the crisis. So the Los Angeles Youth Project came into being.

Today, Los Angeles can point to two results. In the area itself, roughly covering a quarter of the city, 25,000 children and youths are enrolled in 1,113 organized and supervised groups. Three years ago, only 8,000 were so enrolled. Moreover, the project's capacity to enlist the participation of long neglected cultural groups is evidenced by the fact that their proportion among these 25,000 members now almost exactly corresponds to their proportion in the total population of the area. The contrary was the case three years ago. Group programs have been enriched in variety and content. There has been a significant increase in the enrollment of older teen-age youth, a group always difficult to reach and retain. For the first time, people in this area of great need are receiving intelligent and concentrated attention, and are responding to it.

But the Youth Project has also been a practical experiment in the coordination of youth services. Here too, results have been achieved which have fundamental, long range implications. Eleven agencies are cooperating in the program — the All Nations Foundation, Boy Scouts of America, Camp Fire Girls, Catholic Youth Project, Church Welfare Bureau, Girl Scouts, International Institute, Jewish Centers Association, Woodcraft Rangers, YMCA, and YWCA.

A total of over three quarters of a million dollars has been spent under their auspices: $234,000 allocated by the community chest in 1943; $249,000 in 1944, and $290,000 in 1945. Most of this money has been spent for trained personnel—none of it for capital expense. Sixty professional men and women are working in the area, who would not be there otherwise. The recent community recreation survey conducted by Roy Sorenson and a staff of experts recommended that coordinating procedures similar to those worked out by the project be extended to all areas of the city. (See *Survey Midmonthly*, February 1946.)

Dynamic "Purposefulness"

For many years, communities, councils of social agencies, groupwork leaders have talked about the need for coordinating youth service. In Los Angeles, this talk is being translated into action. The foundations have been laid in philosophy, structure, and practice. We think we have found at least some of the answers to that perennial and perplexing community organization question: "How do we effect coordination?" It is to that phase of the Los Angeles experiment that this article primarily is directed.

Perhaps the crisis of 1943 made it easier to launch the project with a clear-cut purpose than might otherwise have been the case. But the fact that from the very outset everyone has understood that it is a *deliberate attempt to extend youth service into an area of greatest need* is the touchstone which has opened up the opportunities for cooperative practice. There were no confusing generalities about this purpose. The area was there where one could see it, the needs were there for people to examine, "expansion" has real, practical meaning to groupwork agencies. Nor was there any confusion about the triple breakdown of this over-all purpose, which was articulated early by the project:

1. To meet the normal needs of normal youth for group work and recreational activity;

2. To encourage those who are least apt to join a group with a traditional program to participate in some type of supervised activity;

3. To work directly and constructively with groups of delinquent youth.

Just as important as this clear statement of purpose, was its wholehearted acceptance by all eleven participating agencies. For two decades, Los Angeles had been slow to increase funds for groupwork services. The wartime experience of USO, beginning in 1941, had demonstrated the practicability of a united approach. These agencies wanted to make and carry out the plan *together*. From the start, they have regarded it as an experiment in joint planning, joint program making, joint operation. They have been searching *for the best way* to extend their common groupwork services.

The seriousness of the situation, the evidence of common purpose among the agencies, and the vision of chest leadership, all helped to bring about the allocation of chest funds which made the project possible. Without this investment of money, obviously little could have been accomplished.

Structure

Although the project is under the general sponsorship of the youth services division of the Welfare Council of Metropolitan Los Angeles, it has a board of directors of its own, vested with operational responsibility. This board is composed of both lay and professional representation from the participating public and private agencies. Under it are three important working committees: a committee on programs; a committee on program analysis; and a delinquency committee.

The program committee is made up of executives, supervisors, and other workers from the cooperating agencies. They study the needs of the area and recommend the programs to be undertaken. The seminar quality of com-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

mittee meetings has been an important by-product. Members have learned from each other, developed personal working relationships, and successfully created an atmosphere conducive to constructive change. Thus, the group process itself has contributed directly to the development of the project's leadership.

The committee on program analysis and evaluation works closely with the program committee in conducting a continuous evaluation of operations.

The work of *the delinquency committee* would make a fascinating story in itself. Under its guidance is a special service unit charged with the task of working with difficult neighborhood gangs which the agencies are unable to reach through their regular approaches.

The coordinating staff consists of a director, who also serves as the director of the youth services division of the Welfare Council, two assistant directors, and four full time and one half time area coordinators. The professional group leaders, working in the area, serve as members of the staffs of the participating agencies.

The Coordinators' Key Role

The experience of three years has demonstrated that the community organization skill of the coordinators is the key to successful coordination. It has become increasingly apparent that the *process* by which the coordinator helps agencies work together is more important than the structure within which they work.

The need for a staff skilled in community organization processes was not recognized at first. The early planning group thought that the project director could do the necessary organizing. But the size of the project alone, including, as it does, ten substantial areas, soon made it apparent that practically he could not. And as experience developed, it became clear that cooperation within the area does not just happen, it comes only as the will of the agencies is combined with the professional skill of the coordinator.

There is perhaps no better evidence of the project's experimental emphasis on the development of these skills and processes than the negative fact that no one has yet produced the usual manual "How to Organize a Community in Six Easy Meetings." Nor has the project prescribed "A typical Type of Organization for the Area." But more and more experience is enabling us to identify at least some of the crucial points at which the coordinator must exercise his skill.

He must in the first instance help bring *understanding* of the area to the people who are planning for and working in the different communities. Within its ten geographic divisions, can be found vivid contrasts and varying needs. These communities differ just as individuals and groups differ. Even within these subdivisions, which are relatively large, neighborhoods present distinctive patterns. The approach to each must be *individualized*.

The cooperative relationship between the project and the research department of the Welfare Council makes it possible for the coordinator to secure basic social data about the communities to which they have been assigned. These include population characteristics; shifts and changes; national and racial make-up; age groupings; facts about housing; education; employment.

Essential knowledge about other factors in the areas and neighborhoods can come only as a result of day to day working experience. But its systematic collection and analysis is no less important. Who are the leaders in whom people have confidence? How much experience have organizations had in working together? Does the community have a clear conception of its needs and potentialities?

Not only must the coordinator help the people planning for and working in the area to gain an understanding of its characteristics, he must also help them gain acceptance from the community. Naturally, this means that he himself must be accepted. He must understand his own feelings about the community and the people in it. He must meet them on their own ground, in terms of their own attitudes and interests. He must participate in their affairs. His contacts must be natural,

Standard Oil Company (N.J.) photo by Bubley

Excess adolescent energy can be worked off in constructive and harmless ways in the well-organized community

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

easy, grounded in personal understanding, and without prejudice. As he establishes his own identity with the community, he can help the professional leaders gain a similar identity.

The coordinators have discovered another principle of successful community organization. They must take the community where it is and begin by helping its leaders produce what *they* want. One coordinator who had worked in several different areas remarked that the biggest thing she had learned was that these communities were at different stages in their development. Instead of bringing to them an already prescribed program, the thing to do was to help a local community committee locate its own needs, arrive at the goals and objectives which it recognized as desirable, and make practical plans to reach them. Thus the process and habit of working together becomes established and as time goes on, larger goals and broader objectives can be naturally evolved.

Finally, underlying all the skills and processes which the coordinators have developed is the fact that they must work with people. A study of their records shows that their essential task has been to change the attitude of the people of the community toward themselves, influence their behavior toward cooperative and constructive action. Their work with leaders and key individuals, their handling of the dynamics of personal and group relationship is the key which unlocks the solution of problems and the practicalities of program making.

Underpinning Philosophy

We have come to the conclusion, however, that the clear statement of purpose, the money investment by the community chest, and the expert skills of the coordinators could not have guaranteed success for the project, of and by themselves. Equally essential has been the philosophy of approach, buttressing these organizational and administrative attributes. We can articulate, at least tentatively, four of its component parts.

The first stems from the fact that the agencies accepted the desirability of pooling their resources. That meant that in this particular area they determined to compete no longer for the establishment of youth groups under their own auspices. They gave up competition for money, resources, and leadership. Instead, they decided to meet with local community representation, collect facts, study needs, and *together* decide which agency was best suited to do what and where. As a basis for judging the over-all success of the project, they accepted a new criterion—"How well are needs being met?"—in place of the old one—"How much work is my agency doing?"

Second, every effort has been made to emphasize and encourage the grass roots characteristics of the area organization and program. Over-all planning and guidance inevitably must come from "Downtown," but the people in the area have been given every opportunity to assume direct responsibility for specific planning and execution. As a result, the organization, structure, and program in each district have been kept flexible and indigenous to it. Progress has been measured in terms of community growth rather than in patterns artificially conceived apart from community reality.

Third, and following logically, the whole approach has been positive rather than negative. That is, we have not started out by asking, "What's *wrong* with this community?" Instead we have asked: "What's *right* with it? What does it need? On what can we build to make it possible to meet these needs?"

Fourth, we have realistically faced the fact that planning and budget making must be an integrated, continuous and orderly process. The people responsible for inaugurating and planning the program also have accepted the responsibility for allocating funds to the several agencies and the various districts. The community chest has shown its confidence in the project by delegating this responsibility within the over-all allocation which it makes. The agencies working together have demonstrated their competence to discharge it. Plans are not made without regard to money, and money is not spent without relation to planning.

The Project at Work

Perhaps an account of what happened in connection with a new area recently added to the project will serve to illustrate the working methods which have resulted from this combination of community organization skill and underlying philosophy. This area is in the southwestern part of the central section of Los Angeles. It has long been underserved, and its rapidly increasing population includes a concentration of minority groups.

The initiative came from the area itself, when a representative group of citizens asked the project board to extend its work to their community.

The board assigned a coordinator to study the request and to be generally responsible for guiding the planning and negotiations which might ensue. Her first step was to assemble information for use by the project board in deciding whether or not to extend its service to the area. The research department of the Welfare Council put together facts and findings from the general community recreation survey and from other sources which gave a composite picture of the characteristics of the area, and the needs which the project would be called upon to meet. The coordinators then met with representative people in the area, to get a firsthand view of their concept of its needs, possible solutions, and their capacity to assume responsibility.

On the basis of this assembled evidence, the board voted affirmatively to add the area to its jurisdiction.

The next step was a joint meeting of community representatives and representatives from the agencies, called by the board, and planned and organized with the assistance of the coordinator. As a result, this group organized itself into a planning committee for the whole area.

In a successful series of meetings, this committee, assisted by the coordinator, established the boundaries for the program, explored needs, and agreed on a specific program to meet them.

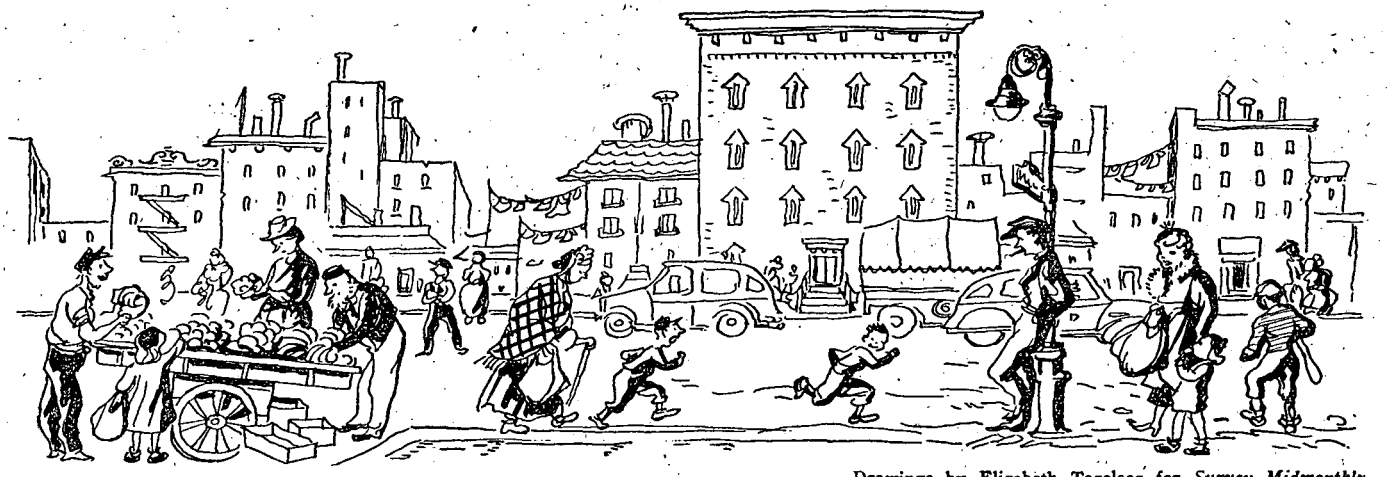
The practical implementation of the program then became a matter for the agencies immediately involved. Staff representatives from those already carrying on some work in the area, were appointed to a committee charged with working out details.

The project assigned several new workers to these agencies. The committee decided that these should work under the supervision of one agency and that the new programs should be conducted as joint programs under this single supervisor.

After this administrative set-up had been perfected and the new workers were on the job, two committees made up of young people from the schools, churches, and youth organizations of the area were appointed to help carry out the plan.

Thus, the Los Angeles Youth Project has been and continues to be a daring departure from the traditional. But as a result, our youth services are becoming coordinated.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED



Drawings by Elizabeth Tazelaar for *Survey Midmonthly*

Beer and Cards

A Story

CHARLES ANSELL

Paul Keane set his signature to the last of the hundreds of invitations and sat back in his chair. He was tired, yet the ferment of excitement which had been growing in him during the past weeks surged more strongly than ever.

Through the office window he saw and heard the lumbering traffic as it crawled along Erie Street over the crooked ruts and loosened bricks which told of years of heavy traffic and neglect. Listlessness, decay, and indifference—that was Erie Street, thought Paul. And for forty-eight years the Garfield Institute, led by Paul's predecessors, had fought the Erie Street disease.

For almost half a century, generations of eager-faced, timid immigrants had crowded into the four stories of the brick building to learn the art and science of American citizenship. Mothers learned new ways of homemaking, cooking, shopping, child-rearing. Evening discussion groups, forums, lectures, and study circles drew workingmen who, in speech thick with accent and slow with hesitation, examined and reexamined war and peace, labor and industry, politics and social problems.

Scores of eager children invaded the dignified building every afternoon, shrieking their way down the long halls and through the club rooms, where they played games and learned arts, crafts, music, dramatics.

Power-seeking politicians, bent on exploiting immigrant insecurity, had always had Garfield Institute to fight. Silas Moore, the first of the institute's directors, had stormed the City Council in 1903; Philip Sangamon had shouted in the courts until he was jailed for contempt; even Paul's immediate predecessor had led an Erie Street picket line during the devastating days of WPA.

Yet progress had been discouragingly slow. His pulse quickening, Paul thought that what these men had lacked, he would now correct. Their weakness was in making Erie Street their personal fight. Paul would not bring the fight to the people; he would bring the people to the fight. The way was clear. From now on it was to be "Operation Democracy."

As he looked at the pile of invitations on his desk, Paul thought of the past weeks which he had spent wandering among the activities of the house program, listening to discussions—listening for clues. He had strained to learn the accents in the speech of these men and had warmed at the sounds of Czechs, Italians, Poles, and Negroes in earnest talk together.

Again and again, he had found himself listening to a square-set man with crinkling green eyes and a full moustache. The men called him Steve, and Paul learned that his name was Stefan Janosek, a mixture of Czech and Hungarian stock. When Janosek spoke, his hand stroked the air, his eyes squinted mystically beneath bushy, graying brows, his chin jutted forward and when he finally struck the word he searched for, there was a complete flourish of hands, eyes, and moustache and a smile of relief. Then he proceeded forward in his discourse, struggling until thought and speech were at one in him.

Paul liked this man's earnest struggle with thought and language. Erie Street was Janosek, he thought—strong, slow, deeply and natively intelligent. The Janoseks needed to band together, to pool their resources, and to struggle through together.

Paul was certain that his plan would pave the way for the first step. The invitations which lay on his desk would bring all the men registered in the Garfield Institute to hear his plan of developing a democratic method of tackling Erie Street's problems.

Promptly at the time set, on the following Wednesday evening, Paul stepped to the front of the hall and called the meeting to order. All but three of those who had been invited

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

were present, and as they turned eagerly to him, Paul felt a moment's uneasiness at the authority his voice commanded.

"It is a great pleasure for me to meet you men," he began. His words lost the ceremonious significance he intended. The men turned to each other with broad smiles and slow nods of their heads. They congratulated each other silently for being so accepted by the new director.

"I know your loyalty and your friendship for our Garfield Institute." Again his audience responded with solemn head-shaking. Their pantomime communication, clear and without guile, shook Paul. They seemed to seize each word, probing its literal meaning; each phrase was a thought of immediate and personal concern to them. The fluency which he had prepared now left him and he stood uncertain before his audience.

"I said *our* Garfield Institute," he went on slowly, "and I mean exactly that. . . . Yours and mine. . . . I have not come here to control Garfield Institute, I have come here to work with you, to help build the kind of neighborhood center you and I want and need. I can not do it alone, I will need your help."

The men were plainly impressed with this frank and generous statement. They pushed forward in their chairs and listened attentively. Then Paul unfolded his plan. He called for the organization of a Garfield Council, to be composed of these men. They were to form an organization, with a constitution and by-laws, with elected officers and committees. They were to discuss problems, problems of the community, the city and the nation, as the Garfield Council, so that when decisions were reached, they carried the authority within themselves to express their decisions to whatever source they chose.

"It is not enough to talk," he concluded, "we shall have to move and to act. No progress was ever made by talk alone. Talk first and action later. . . . Of course I shall be here to work with you at any point. Feel free to come to me whenever you feel you need help."

A tentative uncertainty hung over his audience for a moment, then Stefan Janosek, rose to his feet slowly, his two hands clutching the back of the chair in front of him.

"Mister Keane," he began. He pronounced the name as though he were calling Paul to judgment. "You mean you give us . . . " and here he swept his hand in a half circle over the heads of the men, "the right to form an organization to decide how we spend our time at the Garfield Institute . . . "

Paul interrupted triumphantly. "A correction, Mr. Janosek. I do not *give* you the right. . . . You *have* the right. . . . Now, please, proceed . . . "

Janosek lowered his head in solemn approval. His hand remainded frozen in front of him in the gesture of the half circle. "This is a fine, fine idea," he spluttered. "I, myself, am happy to hear this. I know all my friends here will try to prove they can be a Garfield Council. You will see!" He looked appealingly at the men about him and seated himself amidst a burst of enthusiatic applause.

"Good! Very good!" Paul exclaimed. "Whenever you are ready, come into my office and tell me what you have done!"

In his office again, Paul felt too excited to handle the paper work on his desk. He turned in his swivel chair in a slow, dreamy rhythm. His dream seemed to emerge out of the mists of fantasy. Plans for a strong, fighting Garfield Council raced through his mind: an independent, community newspaper, a cultural movement, a social action body. At long last the little people would rise up and in their own ways of learning and understanding they would set Erie Street to rights.

The days now passed with impatient slowness. Even as he worked with his staff to develop consumers information services for the women shoppers of Erie Street, and even as he labored over the development of advanced methods of meeting the problems of the youth on Erie Street, his mind was glued to his men and the Garfield Council.

Then, he learned from his office that a committee headed by Janosek had arranged for the use of Judson Lounge for three consecutive evenings for discussion meetings.

The librarian mentioned that the same committee drew books on parliamentary procedures. He pushed away from his mind any hints of personal regret that the committee had not looked in on him for a question or suggestion. If the men chose to struggle through this alone, that was all to the good.

On Friday evening of the week following his meeting with the men, Paul's secretary announced that a committee of three men waited to see him. Paul asked that they be sent in immediately. Stefan Janosek was the first to open the door. The other men followed him into the office. Paul rose from his desk and welcomed them with genuine warmth.

"Well," Paul said, "I'm very glad to see you gentlemen . . ." He was not sure that he knew what else to say. He smiled at his visitors, swinging idly in his swivel chair.

"Mister Keane," Janosek said solemnly, "Mister Leone and Mister Kowal and myself are the organization committee." His accent was crisp and he bore himself with ceremony.

Paul nodded at the two men, still smiling. Mr. Leone and Mr. Kowal moved uncomfortably in their chairs, but Janosek smacked his lips loudly and continued. "First we want to make special evenings for Garfield Council. We like to meet by Garfield Institute three nights — Monday, Wednesday and Friday."

"Good!" Paul muttered inaudibly.

"On Monday night," Janosek said, "we hold Garfield Forum. We will have speakers, maybe, to tell us about politics in America, in Europe, and many other subjects. . . . Same time we learn to speak better English and learn to speak in front of people."

Mr. Leone and Mr. Kowal smiled at each other and nodded to each other graciously. Paul was terribly pleased. He swung his chair to the front of his desk and anchored his elbows on the glass top. He studied Janosek with quiet pride and felt himself warmed with emotion.

"On Wednesday night," Janosek said, "we have good idea. In Garfield Council is men from many nations—Czechs, Hungarians, Italians, Poles, sometimes Irish and even American. We talk many times about our different nations and have good times saying our Czech, our Hungarian music is prettier, more lively than Polish or even Italian. So on Wednesday nights we have nationality concerts. . . . One night we have all Czech music, next week we have Italian music, and so on."

Paul was delighted. This was indeed a dream come true. America . . . and the word struck him as it had never done before. . . . A land of many nations, yet a land of one nation. His mounting pleasure at Janosek's words

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

found him sitting at the edge of his chair.

"Then on Friday night," Janosek said, "we just want to have good time, to sit in Judson Lounge like we are in a club and just drink beer and play little cards and spend nice evening together. . . . "

Beer and cards. The words carried an obscene ring. Beer and cards in the Judson Lounge of the Garfield Institute. Beer and cards beneath the oil portrait of Mark Judson, a founder and patron of the Garfield Institute. The joy and pride which Paul had felt now seemed to drain from him. He lifted his elbows off the desk and fell back in his swivel chair in defeat and disappointment.

"Is all right?" Janosek was jubilant.

Paul pursed his lips sternly and folded his hands.

"Well, gentlemen," he said, "it's all right to have a social hour. Certainly it's all right to have fellowship on Friday nights. . . . But, beer and cards! Right here in the Garfield Institute! This is hardly the place for that sort of thing, is it?"

The committee was perplexed. "Is something wrong?" Janosek asked. With a sudden, understanding smile, he raised his hand in a gesture of reassurance, "Oh, Ho! You think maybe we drink too much? We get maybe drunk, or maybe we gamble money? Oh, no!" Janosek cried. "Is nothing! Sunday afternoons we visit in coffee houses and play little cards. We have fun, we enjoy ourselves. . . . We do same here, we play for fun and we buy our own beer. . . . We keep lounge clean. . . . Is nothing!"

Paul wetted his parched lips and thought for a moment. This was plainly a matter for tact, and yet a matter that required directness and courage. It was a small matter to them, Paul reflected, but for him it was an issue of great import. They would be brought to understanding.

"What you men do away from the Garfield Institute is something I do not have the right to criticize. You are grown men and you have a right to do what you enjoy." Paul was calm and conceding. "But you must understand that Garfield Institute is not a coffee house! It is a place for all the people of this neighborhood . . . women and children. You can see it would not look right to drink beer and play cards in such a place, would it?"

"But only men come in evening," Janosek corrected, "and we stay only in Judson Lounge. All the men in Garfield Council say is OK, is good, fine idea. Beer and cards on Friday night for Garfield Council members in Judson Lounge. . . . " Janosek blinked his eyes and shook his head to drive away a dizziness. "Garfield Institute is, like *you* say, *our* place, we like to make it our place. . . . " His voice grew soft and pleading. "Mister Keane, we have respect for Garfield Institute, we do not hurt Garfield with a little beer and cards on Friday night. You think so, Mister Keane?"

Paul surged with brittle impatience. It would be futile to argue policy . . . tradition . . . house atmosphere, if not downright good taste with these men. They were simply bent on forcing old and crude habits on the house. Paul would have to correct these habits. He would have to divert their need for fellowship into more wholesome channels. Meantime, he looked at the men and said.

"Think it over, gentlemen. Tell the council what I have said. I am completely happy over your plans for the forum on Monday nights and the concerts on Wednesday nights. But I must withhold my decision about your plans for Friday nights because this is a neighborhood house where women and children come during the week . . . and this is hardly the place for coffee house recreation . . . " Paul tapered off abruptly.

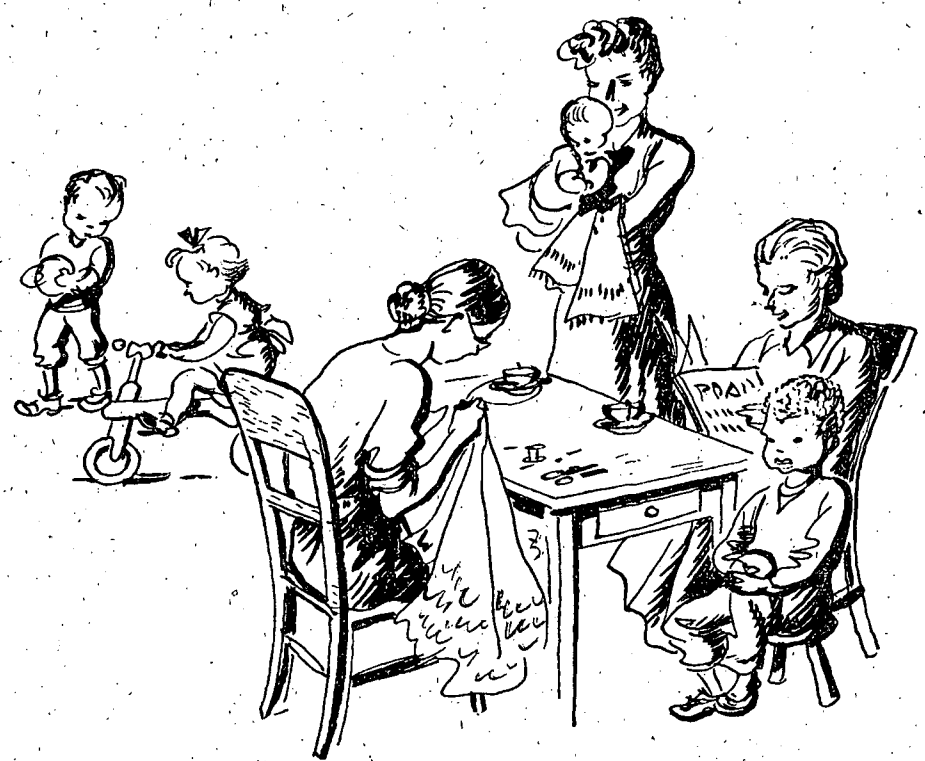
The men rose slowly and looked at each other in bewilderment. Janosek studied Paul, his face lined with distress and confusion. "You mean we cannot have Friday night for beer and cards?" he asked.

"I simply mean for you to think it over. It isn't that I object to beer and cards, it's just that I feel that Garfield Institute is not the place for it, that's all."

Janosek shrugged his shoulders and threw up his hands in a gesture of futility. "OK, Mister Keane. We tell the other men what you say, maybe we think of other idea for Friday night. . . . Maybe not . . . "

After the men left, Paul sighed and ran his fingers across his forehead. These good men had yet to learn about limits even in a democracy. Liberty, yes, but not license, Paul told himself. In the days that followed he comforted himself with visions of the committee returning to him, grinning sheepishly, explaining in halting, embarrassed phrases how they had reconsidered his views and understood now in a new light.

Again he left the men to their own deliberations, for he wanted them to think in an atmosphere free of pressures and the symbols of authority. With freedom came understanding, Paul re-



"Here mothers learned new ways of homemaking and child-rearing"

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

flected, and he wanted the men to understand.

Uneasily he bore the weight of impatience while the interminable period of eight evenings passed. Then Janosek and his two committee colleagues stood again in the outer office seeking to see "Mister Keane." A wave of vague apprehension swept over Paul after his secretary announced them. He felt unprepared for them.

This time Janosek held the door for his two colleagues to enter the room. When they were seated, Janosek smacked his lips, cleared his throat, and nervously smoothed the hair of his moustache with the sides of his fingers. Paul looked at Janosek, waiting expectantly.

"We tell our men what you say, Mr. Keane," Janosek began. His head shook slowly in an attitude of deep, personal regret. "But they do not agree." He looked directly at Paul and said, "First we think maybe we wrong. Beer and cards is maybe like gambling and drinking, same like sports do in tavern on River Street, but we know we not River Street drinkers and gamblers.

But we even go talk to ministers and priests to ask if is all right for workingmen to drink little beer sometimes and to play cards sometimes, but no gambling! All ministers and priests, they say drinking and gambling is bad, but if honest workingmen want maybe a little beer and play little cards, is nothing wrong, Mister Keane!" Janosek was shaking his head in violent emphasis. His upraised hand slapped his knee vigorously as he shouted the word "wrong!"

Paul was hurt. First, that these men sought corroboration from their local clergymen, as though it were completely a moral question, and also, because they had not worked it out among themselves.

"Gentlemen," he began, "let's understand one another. I appreciate your trouble in wanting, honestly, to understand my point of view, but you fail to understand, I think, that my objection is not to *beer* and *cards* as such. No, gentlemen, I do not object to that recreation. But I do say that there is such a thing as the place where that form of recreation is either proper or improper. It is just not proper at the Garfield Institute!"

The committee men now leaned over toward each other and whispered among themselves. Mr. Kowal leaned back in his chair now and pointed his finger at Janosek. "Steve, you tell him."

Janosek rubbed his knees gently and looked at Paul helplessly.

"Mister Keane, we talk also to Judge Griswold." "Judge" Griswold, the Erie Street shyster, ward heeler for the Erie Street Political Club! The name fell as a personal attack upon

Janosek

Paul. Griswold was one of the key leeches sucking the blood out of Erie Street, a figure Paul would have to reckon with again and again. To the Garfield Institute, Griswold and Erie Street were inseparable twins, much like crime and poverty, delinquency and disease.

"Judge Griswold, he old friend to many of us, and he educated man!" Janosek wanted to sound persuasive and reasonable. "We tell him about Garfield Council, about our Monday lectures, our Wednesday concerts and our Friday beer and cards. We ask him is all right to drink little beer and play little cards. . . ."

Paul froze. Griswold was bad, always and reliably bad. He knew already what that politician would answer.

"He agree with you, Mister Keane," Janosek said earnestly. "He say you right. Garfield Institute is nice place for women and little children; Garfield Institute do fine work for children and women, but for workingmen, is not the place for workingmen. . . ."

"That's not so!" Paul broke in.

"Is so," Janosek answered gravely. "Judge Griswold, he say to our committee that Erie Street Political Club got nice, big hall with little rooms for private meeting. We can use hall or rooms anytime, he says, beer and cards too . . ."

"You can't mean that the Garfield Council would meet there, at least not in the name of Garfield Council!"

"Oh, no!" Janosek said, "Judge Griswold he say we meet there on Friday night, free, but to call ourselves Erie Street Social Club . . ."

Paul sat erect in his chair. Surely the men would not fall into such an open, crude trap. He studied the three men, his desperation burning in his eyes.

"Of course you wouldn't do that, would you?" Paul asked.

"Sure!" Janosek said. "Judge Griswold is helping us and is helping you. Why not?"

"Helping me?"

Janosek was puzzled. "But Mister Keane, you yourself say no beer and cards in Garfield Institute. Judge Griswold he agree and he offer his place for Friday nights. He say we should meet in his hall one Monday in month. He give us lecture and discussion too . . ."

Janosek rose now. He looked at Paul Keane for approval.

"Well, we handle council all right, no? Maybe you come over to Erie Street Club this Friday; you save you beer, yes?" Janosek chuckled in ingratiating friendship.

Paul looked at Janosek, looked for lurking evil, for ugly, sinister design, but finally turned away. Janosek was smiling in happy triumph. He had pleased Mister Keane and wanted his approval.

When the men were gone, Paul stared blankly at his desk, then slowly turned in his swivel chair and faced the windows looking out on Erie Street. The heavy Erie Street traffic was crawling slowly past the Garfield Institute. A truck overloaded with bulging, cardboard cartons bounced its baggage dangerously over the broken ruts in the street. The Erie Street trolley clanged its way slowly up the street with three young boys crouched on the outside apron of the car, hitching rides out of view of the motorman.

Across the street, women and children strolled, gazing in the window of the secondhand shop and at the limp fruit on a peddler's push cart at the curb. A drunk rested against the darkened window of the undertaker parlor, while another wove his way unsteadily through the sidewalk traffic, among the window-shopping women and the playing children.

PALO ALTO PUBLIC LIBRARY READING ROOM

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE COMMON WELFARE

Housing for Whom?

With President Truman's recent decision that the housing program must be adjusted to the government's adopted policy of relaxing controls, Wilson W. Wyatt's resignation as National Housing Administrator and Expediter was inevitable, as was the subsequent adoption of the new national housing policy which the President announced on December 14. Forthwith, the President appointed Federal Housing Administrator Raymond M. Foley as Administrator of the National Housing Agency and Frank R. Creedon NHA Expediter. Mr. Foley now functions in a dual capacity.

Under new national policy, most of the previous government controls on building are swept aside and the responsibility for providing homes goes back to private enterprise unhampered by government regulations. Specifically, price ceilings on new homes for purchase, priorities and allocations of materials (with minor exceptions) and veterans' priority in home building for personal occupancy are removed. The flat $80-a-month rental ceiling on new housing is relaxed to the extent that the builder is permitted to rent his units in a project at prices which average that amount, and finally the limit on nonresidential construction is to be materially increased.

As expected, the new program is receiving the enthusiastic approval of real estate and building interests, which had consistently assailed the previous policy as stymying building. On the other hand, opponents of the new policy are equally vocal, maintaining that while it will accelerate the building program, the new housing provided will meet only the needs of the higher income groups and leave untouched the needs of the vast majority of veterans and other American families—for whom even the previous $80 rental and $10,000 purchase price were too high. Private interests themselves predict high prices, offering as a substitute the so-called "filtering down" process. A spurious expedient, at best, its critics reply, and one that cannot work at all under present conditions of the housing market.

That emphasis is to be placed on the building of rental housing as opposed to housing for sale is hailed in many quarters. But desirable as that is, the cost factor still remains.

All of which in the opinion of these critics leads to one deduction. The Wagner-Ellender-Taft housing bill must be passed by the 80th Congress if the needs of the lower income groups are to be met. Although the President gave it only passing notice in this reorganization, it still has bipartisan support, since Senator Robert A. Taft has promised to reintroduce it. Only the American Legion is missing to date from the roster of organized veterans groups backing the bill. Here is a challenge to other citizens to take an active part in the campaign now being spearheaded by the National Public Housing Conference (1015 Fifteenth Street, Washington, D. C.) to assure its passage.

All Is Not Well

The serious nature of the problem of veterans and American communities is indicated by the National Social Welfare Assembly's "Trend Report on Veterans' Affairs" issued in December. Here it is noted that "veterans and their families will soon comprise close to 50 percent of our population"; that as of October 31, some 13,853,000 GI's had left the armed services; that one out of every five dollars spent by the federal government in the current fiscal year will be for veterans.

A measure of the veteran's need for help from his own community is given in the "Bill of Particulars of Community Responsibility to Veterans" which the assembly prepared for the National Conference on Veterans' Affairs, held in Washington in December. According to the bill: "In October 1946, over 70 percent of the problems raised by veterans visiting Michigan community centers were of a nature that did not permit satisfactory solution merely through the services of state or federal government agencies. . . ."

The veteran's greatest worry, according to the "Trend Report," is over "the specter of unemployment." Half of all unemployed men are veterans, and according to the Retraining and Reemployment Administration, "the *percentage* of unemployed veterans in the labor force is greater than two and one half times that for other civilians."

According to the report, the current "bull market" in college training indicates mass interest in getting skills that have bargaining value in a competive labor market. On October 31, nearly 2,000,000 veterans were actually in training—1,303,013 in educational institutions and 666,332 in job training. But although American colleges are breaking all records, "hundreds of thousands of veterans had to be turned away."

The crucial importance of the local community in aiding the veteran (see "The Veteran Returns to Dayton, Ohio," *Survey Midmonthly,* July 1945) is stressed in the "Bill of Particulars." Suggestions for the community include: organizing a general committee for the whole veterans program; maintaining "a community advisory or service center . . . to act as the focal point for all local efforts."

For the Homeless

After eleven months of sharp debate and a last bitter conflict on the Assembly floor, the United Nations finally agreed late on December 15, to create the International Refugee Organization. The action came none too soon, for UNRRA's life term, originally scheduled to run out December 31, had been extended for a slim ninety days in the last hours of the sixth session of the UNRRA Council on December 14. The extension will make possible the delivery of $626,000,000 worth of relief goods held up in our ports by strikes. In the meantime, 1,000,000 refugees wait in Europe, in need of food and help with repatriation or resettlement. It will be the function of the new IRO to meet these needs. Their agenda's first important matter, however, will be to open the doors of the countries which are willing and able to give homeless people a home once more.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

HERE IN WASHINGTON

Mingled emotions greeted the first report of the Council of Economic Advisers set up under the so-called Full Employment Act of 1946. Critics found it too wishy-washy but others, and these include its compilers, see it as a "vigorous interpretation of the act" and a none too gentle reminder to the Chief Executive and to Congress that they are expected to come through, and that promptly, with a national economic program.

As provided under the act, the Council reported to the President, who must submit recommendations for a program to Congress in the very near future. A fourteen-man Joint Congressional Committee will study the President's message and report back to the full Congress by February 1.

The new Congress will have to move rapidly if the February 1 deadline is met. There are ten carry-over members of the committee but four will have to be appointed. Carry-overs are Senators Taft, Bridges, O'Mahoney, and Myers. On the House side they are Representatives Bender, Judd, Rich, Patman, Hart, and Huber. Those familiar with the personalities of the above are anticipating a lively time for the committee.

The report has proved a best seller for the Government Printing Office which is being pushed to meet requests for copies.

✦ ✦ ✦

The millionth baby to be born under the Emergency Maternity and Infant Care program arrived somewhere around November 11, according to the Children's Bureau. Wives and infants of servicemen in the four lowest grades are eligible.

At one time the program was paying for between 40,000 and 45,000 babies a month, but the load has dropped to about 15,000.

✦ ✦ ✦

Addressing a national conference on veterans affairs held in Washington early in December, General G. B. Erskine, head of the Retraining and Reemployment Administration, warned that present community indifference to veterans housing problems would lead to bitterness on the part of the veterans who might become "easy pickings for Communists and other subversive elements." He advised local agencies to stop feuding and get down to brass tacks where veterans are concerned.

A previous speaker, Sam Stavisky, veterans editor for *The Washington Post,* told the conference that few communities had made any real effort to provide housing for veterans. He said that the "business as usual" attitude of communities throughout the nation had set the stage for one of the worst social problems in generations with 4,000,000 veterans seeking homes.

✦ ✦ ✦

Senator William Langer of North Dakota will introduce a bill in the new Congress calling for the abolishment of the U. S. Indian Bureau because he believes it obsolete.

✦ ✦ ✦

Roger Wason, recent president, National Association of Manufacturers is quoted as saying, "There is no such thing as being underprivileged if you have the privilege of being an American citizen."

The NAM News further declares that it is unlikely that the new (Republican) Congress will approve any proposal to assign greater responsibility over social security to the federal government. *The News* also foresees that the new Congress will make an effort to shift greater responsibility to the states for unemployment compensation. The same trend is anticipated in health and sickness insurance legislation.

"Thus," to continue the quote, "adoption of a federal cradle-to-the-grave program or any program lodging greater social security authority in the federal government, seems remote."

✦ ✦ ✦

More than 1,100 veterans have received Certificates of Eligibility to study abroad under the GI Act. The Veterans Administration has approved a list of 903 foreign institutions from which they may choose, located in sixty-three countries and including not only universities, colleges, and professional schools, but art and music conservatories and other specialized institutions as well.

The program is being handled by the Veterans Administration cooperating with the Department of State. It is, however, separate and distinct from the program being set up under the Fulbright act providing for the sale of surplus property abroad to finance the education of American students in foreign institutions of learning. The latter program is not confined to veterans.

✦ ✦ ✦

A guaranteed annual wage is recommended in the interim report recently made public by Murray W. Latimer, former chairman, Railroad Retirement Board, and director of a study under White House direction.

The report calls for the annual wage as a stabilizer for the national economy. It urges the federal government and state government to take immediate steps to encourage widespread acceptance of the program.

The report recommends specifically that (1) the government urge the states to allow workers covered under guaranteed wage plans to receive unemployment compensation; (2) that employers paying out guaranteed wage benefits be allowed to calculate the unemployment compensation payments as part of their wage guarantees; (3) that Congress amend the tax laws to allow firms to accumulate tax-free trust funds against future costs of guaranteed wage plans.

The report notes that at least 196 such plans were in operation early in 1946. The majority pledge payment of full pay for a year.

✦ ✦ ✦

Veterans Administrator Omar N. Bradley has warned exservicemen refusing employment in favor of the $20 a week allowed them for 52 weeks under the GI Act that they are endangering their future. Such veterans are "forfeiting the cushion of their deferred unemployment payments . . . a cushion that is like money in the bank," he declares.

✦ ✦ ✦

Arthur J. Altmeyer, Social Security administrator, sees the present unemployment insurance fund of nearly $7,000,000,000 as an effective brake against widespread depression.

Rica Salvador

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE COUNTRY OVER

Children

The idea "that the welfare of all the children is a public responsibility no less than is their education . . . is beginning to take hold of public thinking," according to the U. S. Children's Bureau. "Children who have difficult emotional problems, children whose parents are separated, children who for one reason or another are seeking a way out and need help in finding it . . . stand in need of the kind of help a skilled child welfare worker can give" no less than the poor or physically handicapped child.

Recognition of this need is seen in the eleven-point action program adopted by the National Commission for Children and Youth at its December meeting. It urges expansion of the federal-state cooperative program to make child welfare and health services available to every child within ten years. The action program also includes: extension of social security, improvement of state laws on adoption, guardianship, illegitimacy, and juvenile delinquency; expansion of mental health programs for children "at all stages of their development"; recreational opportunities; international programs for youth.

The commission also voted to start an educational campaign for a White House Conference on Needs of Children for the year 1950. Another resolution called for a countrywide study of personnel shortages in the field of youth services. Members were urged to work for legislation providing health services to children through joint action by school and public health authorities.

Noting that the first meetings of the seventeen state commissions for youth are being held concurrently, the commission recommended that other states be encouraged to organize such commissions.

The doubling of the appropriation to the Children's Bureau by the seventy-ninth Congress makes it possible, among other gains, to care for all the crippled children on waiting lists, Dr. Martha Eliot, assistant chief of the bureau, reported last month. Voicing optimism as to the action of the incoming Congress on welfare appropriations, she pointed out: "If the states were assured that Congress would increase the funds again, and they were in a position to plan ahead for services, it would be possible to care for other disabled children needing help as badly as those orthopedically crippled—those suffering from rheumatic heart disease, and from cerebral palsy."

Clinic Teams

New York State's Department of Mental Hygiene is expanding its program of child guidance clinics, Dr. Donald W. Cohen, chief child guidance psychiatrist of the department, reported on November 14. Within the past few months, four additional clinic teams have been added to the four already operating out of key cities in the state. Three more are planned when personnel is available. Each team comprises a psychiatrist, a psychologist, two social workers, and a stenographer. It is planned to provide one half or one full day of clinic service a week at each location rather than the semimonthly or even bimonthly service formerly given. This will make possible continuous treatment and follow-up, in addition to diagnosis.

Clinic personnel will assist in training doctors from the state hospitals who wish to specialize in child guidance work. They will also cooperate with the State Youth Commission to combat juvenile delinquency.

Foster Homes

Novel devices for finding foster homes mirror the continuing desperate shortage of facilities for the temporary care of children.

In Seattle, the mayor proclaimed the last week in November as Foster Homes Week. The foster home finding committee of the Community Chest and Council of Seattle and King County has been campaigning for 200 new foster homes under the slogan "Give a foster child a chance."

A recent survey by the council had shown nearly 200 children in need of this service—neglected, abandoned, or from temporarily broken homes. Some were being cared for in local hospitals for lack of other facilities.

Faced with a similar dilemma, New York City's department of welfare sent 500 employes out to ring doorbells throughout the city the first two weeks in December in a quest for short time shelter homes. Five hundred children were in need of placement for much the same reasons as in Seattle, and here, too, well babies were living in hospitals for want of other facilities.

The campaign was heralded by a radio broadcast designating the first week of December as Shelter Home Week, and appealing to families to make their homes available. About 3,000 families sent in applications during the drive.

"Dream of Medical Men"

The first steps have been taken in establishing Boston's planned $10,000,000 Medical Center for Children, according to *The New York Times* of December 17. Four outstanding medical institutions—the House of the Good Samaritan, the Infants Hospital, the Sharon (Mass.) Sanitarium, and the Wellesley (Mass.) Convalescent Home—have merged with the seventy-seventy-year old Children's Hospital, nucleus of the new center.

Described by J. W. Farley, president of Children's Hospital, as "a dream of medical men for years," the center will operate on a countrywide basis, as well as serving as a diagnostic center for New England.

It will include diagnostic laboratories, pediatric research facilities, a child health clinic for well children, a neurological institute, a cancer clinic, and a unit for adolescents, an age group long neglected in hospital planning.

Clearing House

A Social Service Referral Center has been set up in New Brunswick, N. J., to serve as a clearing house for child welfare problems in Middlesex County, according to the November *Welfare Reporter*. Administered by the child welfare division of the Middlesex County Welfare Board, the center accepts for referral any case involving a child or youth under

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

twenty-one. It seeks to reduce duplication of agency service and to foster understanding of community needs and resources.

In Print

"If Your Child Is Slow" from the recently oganized National Mental Health Foundation (see *Survey Midmonthly*, September 1946, page 235), is a leaflet containing helpful information for parents who must plan the education and training of a mentally defective child. Ten cents a copy (quantity rates) from the foundation, Box 7574, Philadelphia 1.

Veterans Affairs

A new top coordinator for the fifteen or more federal agencies now handling veterans affairs, with "authority to cut red tape and act," was urged in a War Department report prepared by Lieutenant Colonel Winthrop Rockefeller. Lack of a postwar "master plan" for coping with veterans' problems has resulted in "confusion" in the government and in local communities, in his opinion.

Released early in December, the report was completed last July after a six months' study. It showed that among the nearly 14,000,000 veterans "disillusionment is rampant, and unemployment and underemployment has reached distressing proportions." The Negro veteran, according to the report, has encountered the most difficulty in reverting to civilian life as "his color nullifies the fact that he is a veteran."

Colonel Rockefeller proposes a citizens' group "to conduct a far-reaching employment drive designed to correct injustices and hardships that have been the lot of far too many deserving men."

Apathetic Public

The community's attitude toward the veteran at present is apathetic, Robert Bondy, director of the National Social Welfare Assembly, told the National Conference on Veterans Affairs. (See page 22.) In his opinion the only difference between the present postwar period and that following World War I is that "the apathy, the recession of interest in the veteran, is appearing earlier."

A "Bill of Particulars" prepared by the assembly for the conference, urges local communities to recognize the prior claim of the disabled veteran; help the employer to understand that he is employable; aid the veteran to fit into the total life of the community.

Suggestions for finding homes for veterans include publicity, housing surveys, recruitment of construction labor, working for housing legislation.

The community may aid the GI student, according to the "Bill," by renting him rooms, setting up a nursery for his children, or including his wife in the social life of the town.

To help the on-the-job trainee, the community can make a survey of the type of labor needed in the area, as well as of facilities for training available, and should cooperate with VA in maintaining high training standards.

To meet the all-important problem of employment, the "Bill" suggests organizing a veterans employment committee; getting publicity on the employment needs of veterans; seeing that all business and labor groups participate in finding jobs for veterans.

War Memorials

Heroic statues and monumental cannon seem to be continuing to go out of style. More and more cities are building community centers as "living" tributes to those who died in World War II, according to a recent study by the Russell Sage Foundation, as reported by the Public Administration Clearing House.

Many cities such as Hackettstown, N. J., have taken over wartime USO facilities as community centers. Waterloo, Iowa, has developed its Washington Community Center from an unused school building.

In California, ten memorial buildings have already been built, financed directly from tax funds and ranging in cost from $40,000 to $250,000. In smaller towns these buildings seem to be taking the place of the old town hall as centers of community life.

Deadline

Veterans wishing to reinstate their GI Term Insurance under the easy terms of the Insurance Act of 1946, must do so before February 1, 1947. After this date, a medical examination will again be required.

Disabled GI

The Veterans Administration recently announced greater leniency in planning for the vocational rehabilitation of disabled GI's under the Vocational Rehabilitation Act. Those who through illness, severe disability, or other circumstance are unable to finish their training course within the specified four years, may be permitted to extend their study period. In some cases, such as medicine, where the study period is longer than four years, the veteran may be permitted to pay his own way long enough so that when he finally enrolls under the act, only four years are left in his course.

Under the act, VA is responsible for testing the disabled veteran, helping him select a suitable occupational objective, enrolling him in a course of training usually for four years, paying for tuition, fees, books, and providing him with a subsistence allowance. Final authority for extending courses beyond four years is the VA regional manager, acting on the written recommendation of an advisory committee of specialists.

Improvement

Speaking at the national conference on veterans affairs. Walter Bura, director of the VA prosthetic appliance service, reported improvement in both the quality and the quantity of artificial limbs being supplied.

In November, the *Washington Daily News* and other newspapers quoted Major General Graves B. Erskine, chief of the Labor Department's retaining and reemployment administration, as criticizing manufacturers of artificial limbs for failure to incorporate new improvements in their prosthetic devices. The amputees were bitterly disappointed, according to the article, when they compared what was offered them with what had been promised by morale builders.

Odd Shoes

Unique service for amputees who do not wear artificial limbs is provided by the National Odd Shoe Exchange in St. Louis, Mo., Dr. Howard A. Rusk reported recently in *The New York Times*. The exchange was started in 1943 by Ruth C. Rubin, an occupational therapist and herself a victim of infantile paralysis. Required to buy shoes of a different size for each foot, she conceived the idea of bringing together the person who uses only the right shoe of a pair with the one who uses only the left.

She makes no attempt to handle the shoes herself, but keeps extensive records on the age, sex, and shoe size of applicants. When she finds two op-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Dorothy Wilding

Leader

Designated "Ambassador of Hope" to the Jews of Europe and Palestine, Mrs. David M. Levy of New York is making a ten-week tour among those who survived the Nazi persecutions. Mrs. Levy, a daughter of the late Julius Rosenwald, served as chairman of the annual national conference of the United Jewish Appeal last month.

The conference decided to give an increased measure of help to Jews abroad through a record $170,000,000 campaign. This will make possible expanded relief and rehabilitation programs, increased immigration and settlement, more effective services of adjustment for refugees coming to the United States. It is news of this decision that she is carrying abroad.

Mrs. Levy was recently named "Jewish Woman of the Year" by the National Council of Jewish Women. The title was conferred for the multiplicity of her interests in Jewish welfare work, here and overseas, notably for her participation, both as contributor and fund-raiser in the drive for relief funds.

Under her leadership, the National Women's Division of the UJA has mobilized more than 200 community women's divisions throughout the country to help provide a future for the European Jews—150,000 children and 1,250,000 adults—who survived Nazism.

posites, she puts them in touch with each other, and has them make all arrangements for trading footwear.

Conducting the service from her home at 6527 Clemens Street, she makes no charge, and asks only that clients report the success of their contacts to her. Recently the National Foundation for Infantile Paralysis offered to underwrite part of her costs.

About People

"The Case of the Empty Mirror," one of the most painless and entertaining pieces of interpretation now at large in the social work world, is the annual report of the Family Service of Los Angeles. Here the caseworker appears as a humorous caricature who, rather than losing dignity in such a presentation, gains great respect with any reading audience. Written and illustrated in a vein of casual humor, this story is equally recognizable to the practitioner as a "family case," and to the lay person as a real life situation.

The organization is located at 126 West Third Street, Los Angeles 13.

Brotherhood Week

February 16 to 23 is American Brotherhood Week, sponsored annually for fourteen years by the National Conference of Christians and Jews. John G. Winant, former U. S. representative on the Social and Economic Council of UN, is general chairman of the 1947 observance, and President Truman is honorary chairman.

California Examinations

California state residence of one year probably will be waived for social work examinations scheduled for February, according to the State Department of Social Welfare.

The deadline for filing for positions as social welfare agents, paying not less than $230 monthly, is February 3. The examination will be held February 21. The department has announced eight vacancies in its Sacramento office and three vacancies in Los Angeles. Applications and information are available through the State Personnel Office at Sacramento, San Francisco, or Los Angeles.

VA Appointments

Miss Charlotte O. von der Heyde of Bronxville, N. Y., has been named liaison officer between Veterans Administration Special Services and national voluntary service organizations, it was announced on December 13. In this capacity, it will be her job to obtain "appropriate and maximum use of the services of community organizations in assisting with recreation, entertainment, chaplaincy, library, canteen, and other special services for patients in VA hospitals."

A navy lieutenant during the war, Miss von der Heyde was commanding officer of all Waves at the base hospital at Oahu, Hawaii. Later she became administrative assistant to the director of physical qualifications in the Naval Bureau of Medicine and Surgery in Washington.

Appointment of Jack E. Stipe as director of social service for the Veterans Administration was made in November. Mr. Stipe had been chief of social service in VA's department of medicine and surgery at the New York City branch office since April, 1946. A veteran of World War II, Mr. Stipe had worked in public welfare administration in Oregon for four years and had served four years as staff associate for the Community Service Society of New York.

New Jobs

Mrs. James C. Parker of Grand Rapids, Mich., a volunteer worker for the past sixteen years, was elected president of the National Council of the Camp Fire Girls in November.

The resignation of Helen Leighty, director of the Children's Welfare Federation of New York City and the appointment of Julia E. Smith as acting director, was announced December 19. Mrs. Leighty's resignation, which became effective December 31, ends twelve years of service with the federation which coordinates the work of 203 agencies for children's health and welfare.

Frances R. Adlerstein, formerly public relations director for the Welfare Council of New York City, was named European public relations director of the Joint Distribution Committee in December. Miss Adlerstein sailed for Paris on December 5, where she begins her work of interpretation of the nature and scope of J.D.C. relief, reconstruction and resettlement activities in behalf of Jewish survivors abroad. She succeeds David Resnick, who returned to the United States in December after a year in Europe.

The appointment of Dr. Charles L. Newberry, senior surgeon of the U.S. Public Health Service, as assistant chief medical officer for the Office of Vocational Rehabilitation, Federal Security Agency, has been announced. Dr. Newberry served for a time as

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

director of health in the Middle East Mission for UNRRA, and later worked in London, Salzburg and Vienna as a medical officer in UNRRA's program with displaced persons.

Charles P. Taft, Cincinnati lawyer, was elected as the fourteenth president of the Federal Council of Churches of Christ in America on December 5. Mr. Taft, who succeeded Bishop G. Bromley Oxnam of the Methodist Church, is the first layman to hold this office. This action was taken at the biennial meeting of the organization, attended by 400 delegates representing twenty-five Protestant and Orthodox denominations. Mr. Taft is well known among social workers chiefly for his work as director of the community war services program in the Federal Security Agency, during the war.

Frederick I. Daniels, executive director of the Brooklyn Bureau of Social Service, has been appointed chairman of the Seven Private Family Agencies Committee. The committee is composed of executives of New York City's family service agencies.

The New York State Nurses Association has announced the appointment of Charlotte Seyffer as consultant on employment conditions for nurses.

The Division of Nursing Education of Teachers College, Columbia University, and Memorial Hospital will offer a course devoted exclusively to cancer nursing, including aspects of cancer treatment, prevention, research, and education. Katherine R. Nelson of the staff of the division will conduct the course.

Dorothy C. Kahn, who has been serving as acting executive director of the Welfare Council of New York City, was appointed executive director in November. G. Howland Shaw, former assistant secretary of state, widely known for his work in the field of social welfare, especially for work on the problems of delinquency, was elected president of the council earlier in the month, succeeding Colonel Allan M. Pope who resigned last summer.

Production and Disability

"How to Use Handicapped Workers," by Arthur T. Jacobs is a manual, based on pioneering research and developmental work of the division of occupational analysis of the United States Employment Service, and published by the National Foremen's Institute, Inc. The book includes an interpretive chapter on common misconceptions regarding handicaps; and informative and instructive chapters on interviewing, making a "physical demands" analysis, analyzing physical capacities of workers, placement and follow-up. Half of the 180-odd pages are given to an appendix which lists fifty-seven diseases and disabilities, defines them and evaluates the usual limitation which each produces. Price $3.50 from the institute, 527 Fifth Avenue, New York 17.

Louise C. Odencrantz, executive director of the Social Work Vocational Bureau since its establishment in 1940, resigned in November. Miss Odencrantz, holder of the master's degree in social sciences from Columbia University, has been an outstanding figure in the field of employment and personnel since 1915 when she became superintendent in the Brooklyn office of the newly-organized New York State Employment Service.

In 1927, she was appointed executive director of the Employment Center for handicapped in New York City. Later, this work was taken over by the New York State Employment Service, and has served as a basis for development of such work in other states and in the U. S. Employment Service.

In 1936, she participated in a study conducted by the Social Service Research Council, results of which were published in book form—"Public Employment Services in the United States." For three years prior to her coming to the Social Work Vocational Bureau, she served as director of personnel and training in the New York State Employment Service.

Blackstone Studios

Retired

NELL WHALEY, staff member of the Kentucky Unemployment Compensation Commission, died suddenly on November 20, at her desk. Miss Whaley was for many years connected with the National Red Cross, and later was a member of the staff of the Kentucky Welfare Department. At the time of her death she was chairman of the program committee of the Breckinridge Chapter of A.A.S.W. in Frankfort, Ky. To the *Survey*, Miss Whaley's passing is a personal loss, for she was one of the *Survey's* faithful correspondents, her letters yielding many news items, suggestions, and ideas. She also contributed an occasional article.

MARY BEARD of Westport, Conn., former director of the American Red Cross Nursing Service and a leading figure here and abroad in the nursing field, died on December 4 in New York City, at the age of seventy.

RUTH GARTLAND, who retired on September 1 as professor of social casework at the School of Applied Social Sciences of the University of Pittsburgh, died at her home in Pittsburgh on November 1. A native of Cleveland, Miss Gartland was graduated from the University of Chicago and Western Reserve University. She had served as vice-president of the National Conference of Social Work, vice-president of the A.A.S.W., and had been a member of the executive committee of the American Association of Psychiatric Social Workers.

FRANK T. WALTON, director of the division of public assistance of the State Department of Public Welfare in Iowa, died at his home in Des Moines on December 16, at the age of 39. Mr. Walton, who had been a member of the department staff since 1937 and its director since 1939, was hard at work on a campaign to push through increases in food allowances for old age assistance recipients, when he suffered a fatal heart attack. Well known in public welfare circles, Mr. Walton had made great contribution toward improving social legislation in Iowa and raising standards of social welfare in the state.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

BOOK REVIEWS

CHILD PSYCHOLOGY FOR PROFESSIONAL WORKERS, by Florence M. Teagarden, Ph.D. Prentice-Hall. Revised edition. $3.75.

IN 1940, FLORENCE M. TEAGARDEN published an excellent volume entitled, "Child Psychology for Social Workers." It was widely read and was especially commended as an effective text book for college students. Indeed so great was the demand for it that her colleagues persuaded her to enlarge the edition and reorganize some parts so that the book might contribute even more to the training of potential social workers.

In the revised edition, the author has introduced many case histories from the clinic to which she devotes a great deal of time; thus enhancing the practical value of the book for students. In some instances, the changes which she has made are very subtle. In others, they consist of a similar idea expressed in different phraseology so that a more meaningful presentation of the subject-matter has resulted. But the most important contributions are the additional plates, figures, and tables, all of which serve to clarify the text.

Especially is this true of the exceptionally fine discussion of heredity. Because social workers, teachers, and clinicians are frequently asked questions that reveal superstition, false assumptions, and unscientific statements, the chapters on heredity are particularly pertinent and helpful. Workers need factual material with which to meet such ignorance. Florence M. Teagarden recognizes the significance of both environmental and hereditary influences and excludes neither.

The chapters on infancy, the problems involved in adoption proceedings, problems arising from visual and auditory handicaps, and the interesting exposition of behavior difficulties are well worth reading. There are new angles of approach which bring these subjects up-to-date.

Social workers should also be grateful to the author for the comprehensive, well arranged list of books on child psychology, which appears at the conclusion of each chapter and which relates to the specific subject under discussion. The author states that the literature of child psychology has increased enormously since 1940, and this new edition contains notations regarding 700 recent books on the subject.

The Children's Charter drawn up by the White House Conference of 1930 is again placed most fittingly at the end of the last chapter, and the reader is left with the challenging thought that there is a tremendous amount of service to be rendered to all the children of the world.

This book should have a wide reading public and everyone who loves children and wishes to deal wisely with their problems will find it stimulating and informative. EMILY BURR

Guidance Bureau, Psychological and Vocational Service, New York City

A HISTORY OF MEDICINE, by Douglas Guthrie, M.D. Lippincott. $6.

IN THIS READABLE VOLUME, THE author presents a survey of medical growth and its place in society, bringing life and meaning to the background and traditions of medical practice. Cave drawings, folk medicine, and the search for relief from disease and pain through incantations, prayers, and the exorcism of evil spirits are discussed, along with the use of roots and herbs. The value is shown of some old practices as, for example, the use of cinchona. Dr. Guthrie indicates the interest people have in each other's problems, when describing the practice of placing the sick in the street so that those who pass "if they have ever had this disease themselves, or have known of any who suffered from it, may give him advice—and no one is allowed to pass the sick man in silence."

China's medical pioneers are considered, and reference is made to inoculation against smallpox practiced there since antiquity by dropping the dried crusts into the nostrils. Egypt was a medical mecca until Hippocrates brought the newer knowledge to Greece. The Aphorisms, used as textbooks until the beginning of the nineteenth century, embody a code of teaching and principles that are surprisingly modern. Furthermore, as the author comments, "We cannot be too frequently or too forcefully reminded of the fact that our natures are the physicians of our diseases. The physician and the specialist, whatever his field, should study the entire patient and his environment, and should view disease with the eye of the naturalist. That is the message of Hippocrates, as fresh today as it was 2,400 years ago."

Medicine as a science began with The Renaissance; Vesalius, Leonardo da Vinci and other anatomists playing prominent roles. Key figures, whose contributions are considered are: Fracastorius, Paracelsus, Leeuwenhoek (and his microscope), Harvey, Rokitansky, Skoda, Semmelweis, Virchow, Pasteur, and Lister.

Tracing the specialization of medicine and the elaboration of technic, the achievements of great men in American medicine are not neglected—although emphasis is naturally given to the British background—prominently mentioned being William Beaumont, Harvey Cushing, Charles McBurney, Chevalier Jackson, Benjamin Rush, James White, Weir Mitchell, and the Mayo brothers. The volume is characterized by clear presentation, interesting anecdotes, and objective discussion. Appraisal of recent medical developments is reserved for later histories. IRA V. HISCOCK

Chairman, Yale University School of Medicine

MOTHER AND BABY CARE IN PICTURES, by Louise Zabriskie. Lippincott. $2.

IT IS OBVIOUS FROM THE LETTERS that reach the editorial desk of a baby magazine that thousands of the country's expectant mothers need a comprehensive guide to parenthood. They are concerned with—even distressed over—questions of the sort that Miss Zabriskie's book answers clearly and briefly. The picture presentation has a primer quality that should be very helpful to the woman who wants to know how to fold a diaper, bathe the baby, regulate her own diet intelligently, or prepare a formula.

To some extent, this latest revision of a text that has won many friends since its first edition in 1935 fills the lack of maternity consultant services throughout the country, for it is vir-

(All books ordered through Survey Associates, Inc., will be postpaid)

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

tually a course in parent education from the early prenatal days through the first year of a baby's life. As director of the Maternity Consultation Service in New York City, Miss Zabriskie has built up a vast store of information and developed a sound technique in imparting it simply and reassuringly. The text in the 1946 edition is concise and practical. It recognizes changing attitudes toward such controversial subjects as thumb-sucking and toilet training but reduces them to sensible proportions. One of the major virtues of the book is the author's insistence that fathers share in a knowledge of prenatal care and assume the full responsibilities of parenthood.

Although the illustrations and charts do an excellent job of reducing the need of text to a minimum, they vary a good deal in visual appeal. It is also possible that the young girl who dreads childbirth may not be too comforted by the starkness of the photographs that depict labor and delivery. These are slight drawbacks to a book that should be warmly welcomed by nurses, maternity centers and responsible parents. GERTRUDE WARBURTON
Editor, My Baby

PEASANT LIFE IN CHINA—A FIELD STUDY OF COUNTRY LIFE IN THE YANTZE VALLEY, by Hsiao-Tung Fei. Oxford University Press. $3.50.

APART FROM ITS OWN UNUSUAL merits, this volume offers a striking illustration of the value of intercultural cooperation. The author is one of a group of younger social scientists benefiting from both Western and Chinese sociological teaching at Yenching University, an American institution, and then going into the field in various parts of China to apply the tools of Western methodology to characteristically Chinese problems. If any one man is to be credited for the remarkable success of this group of scholars, it is Dr. Wu Wen-tsao, the head of Yenching's sociology department.

Among the studies that have sprung from this school, the present work, through its Chinese and English editions, already has achieved the distinction of wide recognition as a kind of symbol of that school's realism and scientific honesty. It is, indeed, a genuine contribution to the understanding of Chinese country life today, dealing among other things with the physical layout of a village in the Yangtze Valley, family and social organization, relation of the household to village government, occupational specialization, the turn of the seasons, land tenure, local industry, marketing, and so forth. Without departing from descriptive interpretation, it displays the whole problem of simple country people finding themselves irresistibly drawn into the modern world.

"It is the hunger of the people that is the real issue in China," says the author. But it is a hunger for more than rice. The Chinese peasant is no longer content with a spurious economic "self-sufficiency" that deprives him of all the benefits of modern civilization. He wants that dignified standard of living, that sense of security, which today only participation in the world economy makes possible. International trade has destroyed the leisure and beauty of Chinese country life; now it is going to restore it.

The struggle, says Dr. Fei, will be long and grave. The peasant revolts of today and tomorrow cannot be suppressed with just a little relief from extortionate rents or taxes. There will be no real peace until a modern government has brought the traditional village economy—not just this industry or that branch of agriculture—into a mutually rewarding relationship with the markets of the world.

As the late Bronislaw Malinowski has pointed out in the introduction, this book is altogether free from class bitterness or national prejudice. It offers a revealing, undistorted glimpse of the elementary human factors that underlie the complex issues in dispute between China's warring factions. It is a morally earnest book in the language of a highly competent reporter.
Yonkers, N. Y. BRUNO LASKER

COLOR AND CONSCIENCE: THE IRREPRESSIBLE CONFLICT, by Buell G. Gallagher. Harper. $2.50.

IN HIS DYNAMIC BOOK, "COLOR AND Conscience," Buell Gallagher informs and disturbs our minds in a way that is healthy. From ten years as president of a Negro college in Alabama, from current experiences, with Japanese Americans on the West Coast, from thorough research and deep insight, he describes the "American caste system," now established as a part of American culture.

This writer does not argue or scold or threaten. He states facts. The world's colored peoples, he says, including those in the United States, are determined to have done with white supremacy. And since white people are one of the world's minority groups,

NOW READY!

The New, Revised Edition of

The Money Value of A Man

By

LOUIS I. DUBLIN, Ph.D.
Second Vice President and Statistician; and
ALFRED J. LOTKA, D.Sc.
Assistant Statistician, Metropolitan Life Insurance Company

THIS book has long been accepted as a standard guide for determining the money values of persons at various ages according to their earnings. In this newly revised edition extensive recomputations have been made to conform to altered conditions resulting largely from lowered interest rates and increased expectancy of life. The structure of the final tables showing the money value of a man by age and income has been remodeled, with definite advantage to the user.

The Money Value of a Man will be of specific value to health officers and social workers interested in the costliness of disease and premature death; to statisticians and economists, judges, lawyers, compensation boards, and insurance men.

OUTLINE OF CONTENTS

Historical Retrospect. The American Family. Cost of Bringing Up a Child. Income in Relation to Age and Economic Status. Money Value of a Man as a Wage Earner. Burden of the Handicapped.

Valuation of Indemnity for Personal Injury or Death. Disease and the Depreciation of the Money Value of a Man. Application to Public Health; to Life Insurance.

Social Insurance in Relation to the Money Value of a Man. Age Schedules of Family Consumption Units and Savings. Effect, Upon Money Values, of Changes in Basic Data.

57 Tables • • • 8 Charts

Price $6.00

THE RONALD PRESS COMPANY
15 East 26th Street, New York 10, N. Y.

Please send me a copy of THE MONEY VALUE OF A MAN, Price $6.00. M-158

☐ Check Enclosed ☐ Bill Me
(We pay postage if payment accompanies order)

Name .....
Organization .....
Business Address .....
City ..... State .....

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

"A book of vital interest to executives of national and of local agencies who are dealing with problems of cooperation."

writes Shelby Harrison, General Director, Russell Sage Foundation, in his foreword to

THE CO-OPERATIVE PROCESS Among National Social Agencies

RAY JOHNS

The former national director of operations for the USO, now general secretary of the YMCA in Boston, analyzes and appraises the inter-agency experience of seventeen national social agencies and the relationships of six national organizations which have worked closely together in the USO. From the analysis emerges a clear picture of the forces emphasizing collaboration and the principles for effective work together.

Dr. Johns emphasizes the general and specific developments required, pointing out the need for further experimentation with new types of local inter-agency service units if adequately distributed social service is to be achieved.

The Co-operative Process is a review of experience and an appraisal for local and national agency staffs and boards. $3.00

Association Press

347 Madison Ave. New York 17

THE PAMPHLET SHELF

Religion

CHRIST AND OUR ENEMIES, by Stephen Hobhouse. With introduction by the late William Temple, Archbishop of Canterbury. 20 pp. 15 cents. The Fellowship of Reconciliation, 2929 Broadway, New York 25. *Forgiveness defined.*

CHRISTIAN EMPHASIS IN YMCA PROGRAM, by Paul M. Limbert. 147 pp. $1. Association Press, 347 Madison Avenue, New York 17. *A guide to policy and practice.*

ETHICAL RELIGION, by David Muzzey. 63 pp. 25 cents. American Ethical Union, 2 West 64 Street, New York 23. *Historical sources, elements, and future.*

GUIDE TO QUAKER PRACTICE, by Howard H. Brinton. 70 pp. 25 cents. Pendle Hill Publications, Wallingford, Pa. *Underlying principles.*

Postwar Problems

THE INALIENABLE RIGHTS OF ALIENS, by Erno Wittman. Introduction by Roger N. Baldwin. 46 pp. 50 cents. Hobart Publishing Company, Washington, D. C. *A lawyer looks at "war crimes."*

JAPAN—OUR PROBLEM, by H. F. Angus. 16 pp. Illustrated. 10 cents. Canadian Institute of International Affairs, 230 Bloor Street West, Toronto 5, Ontario, Canada. *The development of modern Japan, causes of her aggression, and problems of peace.*

THE HOME TOWN JOB. 30 pp. 10 cents. Quantity rates. National Social Work Council, 1790 Broadway, New York 19. *A report on community services for veterans.*

Miscellaneous

RACE DISCRIMINATION—AND THE LAW, by Carey McWilliams. 24 pp. 10 cents. Quantity rates. National Federation for Constitutional Liberties, 205 East 42 Street, New York 17. *How our laws have grown to support equality rather than discrimination.*

TOWARDS A RAPROCHEMENT BETWEEN THE HEBRAIC AND HISPANIC WORLDS, by Abraham Friedman, 27 pp. 50 cents from the Herald Square Press, Inc., New York 13. *Throws the light of historical research on the Semitic soul of Catholic Spain.*

HEALTH AND PHYSICAL FITNESS. 16 pp. 10 cents. Educational Policies Commission, 1201 Sixteenth Street, N. W., Washington 6, D. C. *Educational policies for health, physical education, and recreation.*

BUILDING YOUR MARRIAGE, by Evelyn Millis Duvall. 32 pp. 10 cents. Public Affairs Committee, 30 Rockefeller Plaza, New York 20. *"Something of a blueprint of marriage to guide those who want to be sure they are marrying for keeps."*

such a determination is well grounded. But Mr. Gallagher's premise is that the race problem is an inescapable *moral* problem. Rampant discrimination, segregation in the armed forces, efforts toward extinction of minorities by economic systems that slowly starve, or by killing in wars, or by expulsion and colonization, or by a forty-ninth state, or by upholding the present system of caste, or by maintaining parallel civilizations, and above all by the dogma of white supremacy—all of these are nothing less than immorality.

Further, they do violence to religion and defy God. Citing history to prove that the Christian Church has never been free of the controversy between inclusiveness and exclusiveness, the author yet calls to our minds that the collective voice of Christiandom has loudly spoken, in a great series of ecumenical conferences, in terms of brotherhood. The professed Christian faith is color blind, and here is a group seriously intended to follow the demands of conscience. Brotherhood of man is the affirmative of every church. But if we deny the *responsibility* of brotherhood, we "go out from the presence of the Lord." Man violates the moral order at his own peril. The author presents for our consideration our own record. He cites the great missionary movement which spread the hope of brotherhood across the world and thereby awakened great expectations of brotherhood in the hearts of those who accepted Christianity. We have been concerned to send such a hope to African Negroes, yet are denying it to the Negroes who live among us. Moralizing is not a substitute for moral action. To make it so is, again, immorality.

The author forces us to face the question: Why do white people outwardly struggle for justice for the minorities with the inward conviction of their own supremacy? Is the personal risk of losing our caste status too great for us to be honest and open in this struggle? Mr. Gallagher sees before us a double task: to sharpen our personal ethical judgment so that our Christian commitment is clear in terms of changed racial attitudes, practices, and patterns; to change the practices of institutions — particularly the church. The crisis before us does not threaten, he says, the essential genesis of Christianity in the Western world. The church without the Christian ethic is dead. No more resolutions are necessary. Action is imperative. The will of God is known by us. We fight against the heavenly vision.

Resource Secretary IONE CATTON
Missions Council of the Congregational Christian Churches

FREE MEDICAL CARE, compiled by Clarence A. Peters. The H. W. Wilson Co. $1.25.

AN AVERAGE OF SEVEN MILLION Americans daily find themselves too sick to go about their chores. There is general agreement that this should not be. Our medical experts tell us it could be prevented. The "how" of prevention is a question on which unanimity cannot seem to be reached, but most of the burning arguments center on whether or not socialized medicine is the answer.

This book invites the reader to form his own opinion. Pro and con arguments, along with the considered opinion of doctors and legislators, are presented by the compiler, who is president of Broadcast Research, Inc. Socialized medical programs in Norway, Great Britain, and Russia are described by both their supporters and opponents. An informative, stimulating volume. M.R.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

WORKERS WANTED

MEDICAL SOCIAL WORK CONSULTANT, state-wide responsibilities, salary range $3600 to $4320.

PSYCHIATRIC SOCIAL WORK CONSULTANT, state-wide responsibilities, salary range $3600 to $4320.

EIGHT PSYCHIATRIC SOCIAL CASE WORKERS, salary range $3000 to $3480. Must be fully qualified. Address: Vocational Rehabilitation, 900 Bauch Building, Lansing, Michigan.

WANTED: A couple to take charge of a small Presbyterian Home, with or without farming. Write Presbyterian Home, Newville, Pa.

CASE WORKERS. Two, professionally qualified, by family and children's agency. Excellent staff development program. Opportunity special assignments, one to combine case work and public relations program. Salary range: case worker I, $2100-3000; case worker II, $2900-$4000. Jewish Social Service Bureau, 15 Fernando Street, Pittsburgh 19, Pa.

TRAINED CASE WORKER for well established family service agency with progressive standards in central New York city of 100,000. Excellent opportunity for intensive case work in general family relationships, youth problems and with unmarried mothers. Permanent position, immediate opening. Adequate salary based on training and experience. References exchanged. 8487 Survey.

SUPERVISOR, man or woman, for child guidance agency where treatment is carried mainly by psychiatric social workers, under immediate and close supervision of an outstanding nationally known psychiatrist. Experience in a child guidance agency or related psychiatric work desirable. Interesting and challenging opportunity. Apply Jewish Child Guidance Bureau, 682 High Street, Newark, New Jersey.

WANTED—(a) Medical social worker for recently opened out-patient department; large hospital, Hawaii. (b) Two psychiatric social workers to join staff of child guidance clinic now being organized in eastern university medical center; $3000. (c) Senior medical worker: department of welfare, middle western city; $250. SG1-1 The Medical Bureau (Burneice Larson, Director) Palmolive Building, Chicago 11.

MEDICAL SOCIAL WORKER: For challenging combination case work and community organization in Voluntary Health Program, Denver, Colorado. No travel. 8479 Survey.

MIAMI, FLORIDA, FAMILY SERVICE needs trained and experienced Caseworker interested in intensive casework, interpretation, and family life education. Salary range $2,100 to $3,000. Write Director.

WANTED: Trained, experienced case workers to help develop new program of emergency foster care of Protestant children, New York City. 8477 Survey.

WANTED: Woman graduate Group Worker for Mexican Christian Institute, San Antonio, Texas. Member of Christian Church preferred. Write Miss Verna Sutton, Executive Secretary, Department of Institutional Missions, United Christian Missionary Society, 222 Downey, Indianapolis, Indiana.

CASEWORKERS—Catholic Family and Child Care agency has two staff vacancies. Salary according to professional training and experience. Opportunity for advancement. Must have graduate training. Catholic Charities, 418 N. 25th Street, Omaha, Nebraska.

WORKERS WANTED

SUPERVISOR, professionally trained and experienced in multiple service case work agency to have charge of unit where child placement and adoption work is done. Duties include administration of unit, supervision of 2 case workers and student promotion of home finding program, responsibility for Foster Case Committee for Board, and participation in agency's general interpretative program. Salary range, $3500-$4000. Jewish Social Service Bureau, 15 Fernando Street, Pittsburgh, Pa.

TRAINED CASEWORKERS WANTED FOR CATHOLIC FAMILY & CHILD WELFARE AGENCY EXPANDING AND DEVELOPING ITS PROGRAM.
GRADE I .....$2400-$3180
GRADE II .....$2700-$3360
CATHOLIC SOCIAL SERVICE, 995 MARKET STREET, SAN FRANCISCO 3, CALIF.

MAN, 30 to 50 years of age, unencumbered, live in, some training and experience with aged necessary. To become Assistant to General Superintendent of Home for Aged in Southern California. Excellent opportunity for right man. Write age, nationality, training and experience. $200 per month plus full maintenance to start. 8486 Survey.

WANTED—(a) Psychiatric social worker and also student psychiatric social worker: state department of mental health; salary for students, $170-$190—for professional workers, $200-$360. (b) Medical case worker; 400-bed hospital, vicinity New York City. (c) Social worker with major in psychiatry to join staff of child guidance clinic; $3000-$3600: Chicago area. SG12-1. The Medical Bureau (Burneice Larson, Director) Palmolive Building, Chicago 11.

WANTED: A CASEWORKER to organize program, principally child care, in Lutheran agency in Metropolitan New York. Salary according to experience. Lutheran Welfare Council, 105 East 22nd St., New York 10, N. Y.

EXPERIENCED CASE WORKER for private Protestant children's agency in New York City. Agency operates small institution and is beginning a boarding home program. Interesting future with challenge. 8483 Survey.

CHILDREN'S WORKER for rural area of Southeast Washington. Qualifications: one year graduate training in accredited school of social work plus 2 years social work experience, one year of which must have been in children's work. Beginning salary $210 per month. Car required. Mileage and per diem allowed. Write County Welfare Department, Box 111, Clarkston, Washington.

CASE WORKERS WANTED for agency engaged in institutional and foster home care for children in the Chicago area. Experience in child or family welfare desirable. Good community resources. Work-study program. Excellent supervision and staff development program. Personnel policy. Salaries range from $1800 to $3000 per year depending upon training and experience. 8478 Survey.

WANTED: Caseworkers. Two vacancies in a Catholic family, adoption, and child care agency. Graduate training required. Salaries according to professional training and skill. Catholic Charities, 317 S. Howard Street, Spokane, Washington.

NATIONAL JEWISH COMMUNITY ORGANIZATION desires directors for large metropolitan areas. Work entails administration, programming and organizing. Community organization and/or group work experience required. State experience, educational background and all other pertinent information. 8455 Survey.

PAMPHLETS AND PERIODICALS

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $3.00 a year. 1790 Broadway at 58 St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

MANUSCRIPT SERVICE
Editing, revision, ghost-writing; labor, psychology, economics, fiction, general. 8464 Survey or WO. 2-5827, 2-6 PM.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

EMPLOYMENT AGENCIES

CAREER OPPORTUNITIES
For applicants trained in Social Service, Community Problems, Research, psychological testing and allied fields. Interviews by appointment.
DONALDSON & HULL Agency
Personnel Consultations
135 Broadway, N. Y. 6 BEekman 3-0981

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. Wisc. 7-4961. A professional bureau specializing in fund-raising, group work, institutional, casework and medical and social work positions.

COUNTRY LIVING

Survey executive and wife desire week-end rendezvous—50-60 miles from New York, primitive facilities no drawback. Write 8496 Survey.

WANTED TO RENT

CAMP, capacity about 150, within 100 miles of Washington, D. C., with swimming and boating facilities, with central kitchen and dining hall, for 2 weeks or longer, preferably between August 15 and September 15, preferably with kitchen staff. 8493 Survey.

SITUATIONS WANTED

POSITION as Director of Childrens' Institution. Prefer boys. B.A. degree. Experienced. Unmarried. Will go anywhere. 8470 Survey.

POSITION WANTED as Teacher, Case Supervisor, Director, Executive. Ten years of social service in public agency, case supervisor last three. High school and college teaching besides considerable business education, training and experience. John O'Connor, 109 Elm Grove Avenue, Troy, New York.

YOUNG WOMAN, 2 years experience caseworker, 2 years experience industry, seeks position as caseworker, intake interviewer, personnel worker, related fields, before graduate study. 8459 Survey.

YOUNG WOMAN, sociology major (B.A.) with experience in child and family case work and training in statistics wants position in welfare organization or children's institution. 8494 Survey.

EXECUTIVE DIRECTOR—New York School of Social Work graduate, M.S., several years experience settlement work, two as Director of Activities. Camp experience as Head Counselor and Assistant Director. 8497 Survey.

WEST COAST OPPORTUNITIES

Openings in King County Welfare Department, Seattle, Wash.

MINIMUM REQUIREMENTS UNDER MERIT SYSTEM: Child Welfare Supervisor: College graduation and 1 year of graduate study in a professionally recognized school of social work and 2 full years of professional employment in a public or private child welfare agency, one year of which must have been in supervision. Salary range $220 to $260, depending on experience.

ALSO

Senior Children's Workers: college graduation and 1 year of graduate study plus 1 year of professional employment. Car essential. Salary range, $190 to $230, depending on experience.

Further information upon request. Address inquiries: Personnel Department, 427 Lyon Building, Seattle 4, Washington.

RATES
Classified Advertising
Display . . . . . 35c per line
Non-display . . . . . 8c per line
Minimum Charge . $1.50 per insertion
Discounts . . 10% on six insertions
CASH WITH ORDER
Survey Midmonthly
112 E. 19th Street New York 3

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

POSITIONS OPEN IN ALASKA

ALASKA DEPARTMENT OF PUBLIC WELFARE

Child Welfare Consultant

Salary Range: $313.50-$358.50 per month. Appointments at the minimum.

Minimum Qualifications: College 4 years, graduate study 2 years or minimum of 5 quarters at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child an family welfare.

Experience: 3 years in the past 6 years of social work in public or private agencies, 2 years of which must have been in the field of child welfare and 1 year in administrative, supervisory or consultative capacity.

District Worker

Salary Range: $285.00-$315.00 per month. Appointments at the minimum.

Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.

Experience: 3 years in the past 6 years of social work, 1 of which must have been in child welfare, 1 year in public assistance and 1 year in a supervisory capacity.

Senior Case Worker

Salary Range: $256.50-286.50 per month. Appointments at the minimum.

Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.

Experience: 1 year in the past 5 years of social work either in child welfare or in public assistance.

Child Welfare Worker

Same salary and qualifications as Senior Case Worker except that the 1 year of experience must have been in child welfare.

Appointments made in conformity with standards of Alaska Merit System.

For application blanks and information write via air mail, supplying minimum qualifications to

ALASKA DEPARTMENT OF PUBLIC WELFARE

BOX 2781 **JUNEAU, ALASKA**

Directory of Social Organizations (cont.)

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Arlien Johnson, President, Los Angeles, Calif.; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $5. 74th Annual Meeting, April 12-19, 1947, San Francisco, Calif.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32 Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as National Association of Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF JEWISH WOMEN, 1819 Broadway, New York 23, N. Y. FIFTY YEARS' SERVICE TO FAITH AND HUMANITY. SERVICE TO FOREIGN BORN—Immigrant aid, port and dock work, naturalization aid Americanization classes, location of relatives in war-separated families. SOCIAL WELFARE AND WAR ACTIVITIES—Council houses and clubs, nurseries, clinics; scholarships, camps, teen-age canteens; work with handicapped. Participation in national wartime programs through educational projects and community activities. EDUCATION DIVISION—Contemporary Jewish affairs, international relations and peace, social legislation. Study groups under national direction keep Jewish women throughout country alert to vital current issues. 215 Senior Sections in United States. 100 Junior and Councilette Sections. 65,000 members.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU 112 East 22nd Street, New York City. National placement and counseling service in case work fields. Membership organization for social workers and agencies. No placement fee. Barbara Jack, Director.

This DIRECTORY appears in Survey Midmonthly twelve times a year. Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED